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ABSTRACT

This report presents verbatim, a hearing before the Subcommittee on Children, Family, Drugs and Alcoholism. The hearing featured a series of testimonies and stories on violence among young people in the United States. It opened with remarks by Subcommittee Chairman, Christopher Dodd. He was followed by numerous statements on the nature of violence in communities. These statements were made by those who work with children and youth. Included in these testimonies were accounts provided by children and young people, who spoke of the state of violence in their neighborhoods. The many reports also featured details on programs that appeared to be effective in thwarting violence among youth. A number of prepared testimonies by government officials also appear in this report. (RJM)

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BEFORE DREAMS DISAPPEAR: PREVENTING YOUTH VIOLENCE

ED 378 473

HEARING

BEFORE THE

SUBCOMMITTEE ON
CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

ONE HUNDRED THIRD CONGRESS

SECOND SESSION

ON

EXAMINING CERTAIN PROVISIONS ESTABLISHING PROGRAMS TO PREVENT YOUTH VIOLENCE AS CONTAINED IN THE PROPOSED VIOLENT CRIME CONTROL AND LAW ENFORCEMENT ACT

MAY 17, 1994

Printed for the use of the Committee on Labor and Human Resources

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BEFORE DREAMS DISAPPEAR: PREVENTING YOUTH VIOLENCE

TUESDAY, MAY 17, 1994

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM, OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES, WASHINGTON, DC.

The subcommittee met, pursuant to notice, at 9:40 a.m., in Room 216, Hart Senate Office Building, Senator Christopher J. Dodd (chairman of the subcommittee) presiding.

Present: Senators Kennedy, Metzenbaum, Dodd, Wellstone, and Hatch.

OPENING STATEMENT OF SENATOR DODD

Senator DODD. The committee will come to order. Let me welcome everyone here this morning to our Subcommittee on Children, Family, Drugs and Alcoholism. Our hearing this morning is entitled, "Before Dreams Disappear." I would like to welcome everyone, especially our witnesses to this hearing. Today we are going to be talking about the stain of violence bleeding through the fabric of young America and about what we can all do to stop it. I thank all of you for being here this morning and look forward to your testimony.

Our message today is double-edged. First, too many children are killing and being killed. Second, there is something that we can all do about it. This point is best illustrated by the banner which is hanging here behind me this morning.

This banner is a testament of failure and it is a testament of hope. On it, all of you can see the names and ages of 140 children killed in my State of Connecticut in the last 5 years. Each of those names represents a lost life, dashed dreams and indescribable loss to family and friends. These children cannot speak with us today, but the presence of their names on this banner should be all the testimony that we need to compel us to action—all of us.

In addition to the names of the dead, the banner also shows bursts of color and messages of hope—hope for a future in which murder will not be the leading cause of death among teenagers. We are going to discuss today how we can create just such a future.

This banner was created by a group of teenagers from Bridgeport, Connecticut. They all participate in Save the Children's STAR Program. STAR stands for "Serious Teens Acting Responsibly." That is exactly what the young people who made this banner are doing—acting responsibly and acting courageously to call a halt to violence in their communities. I commend them for these efforts and thank them for their unique contribution to today's hearing.

I believe that we will all leave here today convinced that this country needs more programs like Save the Children's STAR if we ever hope to cut into violent crime. I say this because increases in crime by and against young people is fueling overall increases in crime throughout our Nation. Youth crime is truly the key to the entire crime problem in America. A handful of statistics illustrate this point very, very clearly.

The number of youths arrested for murder and weapons violations has doubled in the last 10 years. Between 1987 and 1991, the number of people under 18 arrested for violent crimes jumped 50 percent. The 15 to 24 year old age group now has the highest homicide-victim rate in the entire Nation. And murder is now the leading cause of death for both white and African American teenage boys. Homicide is also the third leading cause of death for children ages five to 14.

I think it is long past time to stop the hemorrhaging that threatens to deprive America of a large part of its next generation. That is why I have joined with a number of my colleagues in the Senate in insisting on a strong prevention component in the crime bill that will be before us shortly in a conference report.

It is not enough to simply hire more police to arrest young people who have gone wrong and build more prisons to lock them up. That may be needed, but we must offer young people, an alternative to keep them from going wrong in the first place.

That is what the Ounce of Prevention Program and other youth programs and the crime bill are all about. Supporting prevention is not being soft on crime or lenient with criminals. It is about stopping crime before it starts. That is why the Fraternal Order of Police and Officer Robert Ashton support prevention, as you will hear today.

The Ounce of Prevention Program will channel Federal money to local grass roots groups that are already doing amazing work in the area of crime prevention. I am talking about Boys and Girls Clubs, the YMCA, after school enrichment programs, sports leagues and other groups that give young people some discipline, some structure, and an alternative to the streets. Maryellen Chambers DeJong, who runs the Girls Club of Waterbury, Connecticut, will tell us about the good work already going on in this area. And I thank her for the job that she is doing and for joining us today.

We would coordinate this funding through an Ounce of Prevention Council which would help these small groups cut through the thickets of red tape and bureaucracy surrounding the Government's myriad youth programs.

The last provision is especially important. Let us assume for a moment that you represent a small nonprofit group interested in expanding an after-school program you run for at-risk teenagers. You want some Federal help. Where do you turn?

The Department of Justice might be the logical choice. But where do you turn within Justice? It has 117 different programs targeting delinquent and at-risk kids.

How about the Department of Health and Human Services? Another logical choice. In fact, HHS has 92 different programs in this area.

The Department of Education has 31 programs.

Even departments you might not normally associate with efforts to reach at-risk children are active on this front. Interior has nine programs. The Department of Labor has eight programs. The Department of Transportation has six programs. The Department of Housing and Urban Development has three programs.

All and all, there are 266 different and distinct Federal programs cutting across seven departments that focus on delinquent at-risk youth. That is a maze, long and complicated enough to discourage even the most intrepid local groups from finding the resources that they need. We need to boost funding for these programs, but more importantly or just as importantly, we need to boost local groups' ability to find them in the first place.

The title of today's hearing is "Before Dreams Disappear." We took that phrase from a poem written by 16-year old, Jessica Inglis. Her poem was published in Voices from the Future, a book by Children's Express. I would like to close my opening remarks here this morning by reciting this poem, because I think it expresses our message today more effectively than I ever could and I quote it:

"The year is two thousand fifty-four, the world is full of curses. People walk the streets no more, no women carry purses.

The name of the game is survival now—safety is far in the past. Families are huge with tons of kids in hopes that one will last.

Drugs are no longer looked down upon; they are a way of life. They help us escape the wrenching stress of our fast world's endless strife.

I wake up now—it is only a dream, but the message was terribly clear. We had better think hard about the future before our goals and our dreams disappear."

I hope we will all pay heed to young Jessica's eloquent words and her powerful warning. We must stop the killing. We must act even before more dreams disappear.

Let me turn to our first witnesses. It is a very distinguished group of witnesses who come from various parts of the country to testify and share their thoughts and ideas with us this morning and I am very honored that they are here with us. They come from different organizations around the country. They are from the STAR program that I have mentioned already. They will testify about how violence has come into their lives. They are from North Carolina and various States.

The first person I would like to introduce is Yahaira Juan. Yahaira will tell us about how a girlfriend of hers was murdered by a group of young women at her school—a case of mistaken identity—as her story will tell us.

Next to her is Darnell Dalton. Darnell has experienced having his house hit by gun fire. Imagine yourself as a child sitting with your parents. Suddenly you hear gunshots go off, as his testimony will tell us.

Jenna Thomas, witnessed a classmate shot in front of her school. She is tired of seeing people laying on the ground in front of her school.

Otis Were, we thank you for being with us this morning. You are the largest of the group here I can see. I want the women in the audience to know, Otis said to me, "I have one question for you before we start." He said are there any women senators at all here? I told him Nancy Kassebaum and Barbara Mikulski are members of this committee and I hope that both of them have a chance to come on over here.

Nehme Abouzeid, Nehme testifies to his frustration to the indifference of people when children are violently killed. People have become inured to such behavior, he will tell us in his testimony. So again, we thank you for coming this morning.

Let me begin with you, Yahaira, and then we will go right down the line. Then afterwards, I know you have some questions you want to ask me—which is the way we are going to do this, a little bit differently, this morning. Yahaira.

STATEMENTS OF YAHAIRA JUAN, PRESIDENT OF STAR, SERIOUS TEENS ACTING RESPONSIBLY, LUIS MUNOZ MARIN SCHOOL, BRIDGEPORT, CT; DARNELL DALTON, ROOSEVELT ELEMENTARY SCHOOL, BRIDGEPORT, CT; JENNA THOMAS, PRESIDENT OF STAR-BASE—SERIOUS TEENS ACTING RESPONSIBLY-BUILDING A SAFE ENVIRONMENT, HARDEEVILLE, SC; OTIS WERE, SCOTT MONTGOMERY ELEMENTARY SCHOOL, SHILOH CENTER'S MALE YOUTH ENHANCEMENT PROGRAM, WASHINGTON, DC; TERRILL TURNER, DUNBAR HIGH SCHOOL SENIOR, SHILOH CENTER'S MALE YOUTH ENHANCEMENT PROGRAM, WASHINGTON, DC; AND NEHME ABOUZEID, YOUTH REPRESENTATIVE, WEYMOUTH YOUTH AND FAMILY SERVICES, WEYMOUTH, MA

Ms. JUAN. First of all, I would like to present the mural to fulfill our dreams. A memorial with images of hope was created by a group of teens who are active in Save the Children's STAR—Serious Teens Acting Responsibly, the program at South End Community Center in Bridgeport, CT.

The purpose of the mural is to serve as a memorial to the hundreds of children who have been killed and continue to be killed by violence in Connecticut. And the young people created the mural in less than 2 weeks during after school meetings at the Center in April 1994.

Boredom cost them their lives states at the top of the mural. This message might have been written by Bridgeport's youths, but it also may reflect on how other young people think about feeling unsafe in their schools and neighborhoods. We dedicate our testimony to all the lives that have been lost and have not been given a chance. Thank you.

Senator DODD. Thank you very, very much and thank you for this poster. And thank Save the Children, as well. I will ask unanimous consent that the testimony of Save the Children be included in the record at the conclusion of your testimony. We are going to leave this up here all day and may put it some place else where we can have people look at it and see it as well.

Darnell. I like your tie, Darnell. You have a Save the Children tie on.

Mr. DALTON. Thank you, Senator Dodd. Hello, my name is Darnell Dalton and I attend Roosevelt Elementary School in Bridgeport, CT. I am a 13-year old seventh grader, and a member of STAR, Serious Teens Acting Responsibly.

The South End Community Center where I attend after-school program is walking distance from three housing projects. The Center is where about 125 or more kids go every day. The Center has programs and people who really care about keeping us out of trouble.

Everyday from 3:00 to 6:00 p.m., I work with the Future Wizards. They are children between the ages of five and seven. There are about 20 of them. I help them with homework, play games with them and sometimes take them to the playground, with the junior counselor, Janice Scutter.

Then, three nights a week, from 6:00 to 8:00, I attend STAR meetings. We have workshops in conflict resolution and learn to teach other children, and we do special projects like our mural, "We Want To Fulfill Our Dreams."

The reason I am here is to say "violence must stop now." Innocent children and youth are being killed every day. The news is loaded with children and youth being killed. We need stricter laws for the criminals, less guns, more police officers, and more community centers and more recreational activity leagues.

We the youth strongly believe that "if you do the crime you should do the time." There are too many criminals out in the streets selling drugs, killing innocent people. We feel imprisoned in our own community. Thinking about what can happen just walking or playing in our own neighborhood is frightening. Even our homes are not safe. Imagine yourself as a child, sitting with your parents, brothers and sisters just watching TV and suddenly you hear gun shots go off. You notice that they are close by and suddenly the bullets are in your living room.

The family is frightened and is throwing themselves to the floor. The parents are searching for the kids to make sure no one is hurt. What an experience, right? Well, that is what my family and I had to deal with. No one was hurt. We were very lucky.

The truth is that there is not enough for kids to do to keep them out of trouble and to help each other. We need more programs like those at the South End Community Center.

We need your help now, for all of us who are still alive and for all those names on our mural.

Thank you very much for taking the time to listen to our feelings and concerns. Please remember, we are the future of this wonderful world called America!

Senator DODD. Thank you very much, Darnell. Very eloquently spoken.

Jenna, thank you for being here.

Ms. THOMAS. Thank you, Senator Dodd and members of the subcommittee. My name is Jenna K. Thomas. I am 16 years old and I am representing STAR, which stands for Serious Teens Acting Responsibly, a program supported by Save the Children.

You and the youth of this country know how serious violence is in this country. So, do not believe for one second, that we do not see what is causing it—and what we need to do to stop it.

One major problem is our economy. The parents of my generation had to give up a lot just in order to survive. In return, they struggled to make ends meet. Because of that, there was never much space or time for them to raise and nurture many of us. As a result, we came up believing in backwards morals, and many of us do not look at the consequences of our actions.

That brings about violence and that has to change.

We also need to look at the schools—that is where most of the violence against teenagers is happening.

Recently, I had just walked in the front door of school one morning when all of a sudden a shot rang out. I turned around to see a classmate lying on the ground. I looked around expecting to see others on the ground too. I thought, I was so close to it, it could have been me.

I am tired of seeing people laying on the ground in front of my school—murdered! I am tired of bad news about schools on the news and youth being shot over a girl or something they thought you said. I hate having to give up a whole day of school just so dogs can sniff every student in every class trying to catch the bad ones with drugs or guns. I am tired of hearing about someone walking down the hall and then being pulled into a bathroom to be raped. I am tired of it.

We need to make our schools better and we need to let the youth be part of making decisions about how to do it. We need to look at who, what and how we are being taught. And more importantly, who is teaching! Example: A majority African-American school should not have teachers who are not African-American and who do not even live anywhere near the community.

Some teachers cannot relate to students and the students know it. You cannot stop the violence by putting more police in the schools. We already have a bad image of them. Police only slow the incidents down. We have to get into the minds of the students. Do more mental building, instead of physically locking us up. Because the more you lock the youth up, the angrier we get.

My peers do not understand the value of their lives and their purpose on earth. That is why it is so easy for them to throw it all away on petty things. And they are not going to look at older adults and higher officials for help, because that is who they feel is keeping them down. That is why programs such as Serious Teens Acting Responsibly are so important. We deal with what is real. Youth helping youth is very effective. There are 400 of us just in Hardeeville, SC, and it is growing. And my peers respond to it, simply because we know what we like and we know how to get things across to each other.

You have to get into a person's mind and they have to see what is wrong with what they are doing for it to be effective. That is why funding programs like this, instead of building more jails to put us in, would make so much more sense and have a more positive and dramatic outcome.

Thank you.

Senator DODD. Excellent testimony, Jenna. Thank you very much.

Otis, I should have explained and I apologize to you, Terrill, as well. I skipped over you, but I will get to you in a second. Otis is from Washington, DC and a student at the Scott Montgomery Elementary School. He is also a participant in the Shiloh Center's Male Youth Enhancement Program. Otis, we thank you for coming this morning.

Mr. **WERE**. Good morning, Senator. My name is Otis Were. I attend Scott Montgomery Elementary School. I am 9 years old and I am in the third grade. I have been in the Male Youth Project for 2 years. I enjoy being in the program because it is fun and it help me learn many things. I learn how to solve problems without fighting. I have friends who will help me work out problems when I need help. I also learn how to stay off the street and that school is more important than hanging out.

I hear about violence every day. The only time I am happy about watching the news is when I do not hear about anybody getting killed or getting injured. I think that there should be more police walking the streets all day, so that killings will stop in the United States. The neighborhood should have neighborhood watch so they can be witnesses to crimes and help solve more cases.

When I hear about people getting killed, I feel scared because I do not know if I am going to be the next target or if my friends or family are going to be the next target. Can you Senators please get involved in some of these cases and stop the crime in the United States? Thank you.

Senator **DODD**. Thank you, Otis, very, very much and well done. You did a good job there. It is a hard thing to do and you did it well.

Terrill, nice to see you here this morning, and I apologize for initially skipping over you during the introductions. Terrill is 17 years old. He is from Washington, DC. He is a senior at Dunbar High School. He also participates in the Shiloh Center's Program. Terrill, we are very honored and pleased that you are with us here this morning, as well.

Mr. **TURNER**. Good morning, Senator Dodd. My name is Terrill Turner and I am 17 years of age, and I am a senior at Dunbar Senior High School in Washington, DC. I am representing the Male Youth Project of Washington, DC. I have been a member of the Male Youth Project at Shiloh Baptist Church for the past 7 years and it has helped me become a mature and positive person in life. The Male Youth Project has given me options for not going into the streets where I could possibly get into trouble.

I am glad that I have been in the Male Youth Project because I have been able to meet people who have been a positive influence in my life. The adults in the program always make sure that I will always achieve excellence in everything we do. We also learn that positive African-American men must work to be outstanding leaders in this community.

I have been the witness to many of my peers torn down by the violence on the streets in my community. I am living in a drug-infested area where we hear gunfire all the time and where I have seen many crimes occur. I feel bad about this situation. Sometimes I wish that the crime battles and killing will stop, but I think it never will.

Senator Dodd, I hope you will develop laws to make criminals think twice about what they are planning to get their selves into.

In my final statement, I would like to urge to you, Senator Dodd, to make tougher laws for the criminals who continue to do crimes to affect our community. We all have to work together to stop our communities from falling apart.

Thank you for your time and attention.

Senator DODD. Thank you very much, Terrill. We appreciate your testimony this morning. Well done.

Nehme.

Mr. ABOUZEID. Thank you, Senator Dodd. My name is Nehme Abouzeid. I have recently concluded my senior year at Weymouth High School in Weymouth, MA. My major work in the area of violence prevention has been as a youth council member and advisor to Weymouth Youth and Family Services, a town-run government agency. I also am intern at the Massachusetts State House in the summer.

Above all else, I am a teenager who has seen violence escalate into a problem of epic proportions.

Aside from the alarming statistics, I can reflect upon an incident that occurred at Dartmouth High School in Dartmouth, MA, last year where a student, while sitting in class, was heinously stabbed to death by a teen from another school. A local reporter quoted a nearby store clerk as calling the event "a shame." A shame? Not a tragedy? Not a calamity? The unfortunate truth is that incidents such as this have become so prevalent in our society that we have become inured to such behavior.

There is no single explanation or solution for this surge in violence. There are many factors which contribute to it, from families who are unable to support their children, to the forgiving law of governing juvenile crimes. The key to solving this crisis, however, is prevention.

I am here in Washington, DC, today because I want to see change. I have seen too many of my peers make uneducated life choices which have resulted in violence. Choosing to chase after drugs, instead of dreams. Choosing to run with the crowd, instead of standing alone.

I have a proposal for you in hopes of stemming the tide of violence that is destroying the youth of our Nation. Enact a mandatory, nationwide, anti-violence curriculum into all school systems from Kindergarten through grade 12. I want it to be a comprehensive, age-appropriate curriculum based on teaching such necessary skills as positive conflict resolution and effective communication skills. These skills should also be strengthened by after-school youth development programs. In the near future, I want to see every student in America from Waterville, MA to Los Angeles, CA, to be aware of the dangers of violence and the consequences of their actions.

This is my dream for the future and I challenge you to make it come true. You are blessed with the power and the resources to help build America back into the proud land that our ancestors fought and died for; the land my parents immigrated to in search of a better life; and the land that I am proud to call my home. I have not given up on the future of this country and I hope that you have not either.

Thank you.

Senator DODD. We thank you very much.

Eloquent testimony from all of our witnesses. I am going to ask unanimous consent to place in the record two stories. One is from today's Hartford Current: Two New Britain killings over the weekend, gang violence is the suspected cause of it. Although these are not teenagers—they are just beyond their teen years—the article illustrates a problem of significant magnitude. A second story in the New York Times today is entitled, "No One to Protect Her; Homeless Girl Is Abducted and Killed in Bridgeport, and the Finger-Pointing Begins." She was only 10 years of age. We could add more names to this banner here behind us already. You could add to it almost every day, as we know in our own State; and it is not just true of our State but across the country.

[The articles referred to follow:]

[From the Hartford Courant, Tuesday, May 17, 1994]

NEW BRITAIN KILLINGS BRING FEAR OF GANG VIOLENCE

By Karen Schmidt and Fran Silverman; Courant Staff Writers

A weekend ambush that left two reputed gang members dead has city officials calling for state police help in what they fear could be a summer of gang violence.

"I thought we were fortunate last summer. I don't know if we're going to be as fortunate this summer," acting police Chief Edwin B. Mercier Jr. said Monday." I would have to hope for the best and prepare for the worst."

"What we're trying to do now is get some supplemental manpower for a few months," Mayor Linda Blogoslawski said Monday. She also said she hopes to redeploy existing officers to get more police on the street.

"No one person is going to solve this problem," Blogoslawski said. Patrick M. Gannon, 21, of 126 Overlook Ave., and Hector Rodriguez, 22, of 290 Bingham St. were found dead in a white Chevrolet Monte Carlo on Skipper Street about 1 a.m. Sunday, police said.

About three hours before, someone had riddled the car with bullets, near Overlook Avenue and Selander Street, shattering windows, hitting Rodriguez and Gannon in the heads and injuring the two others in the car. At least nine shots were fired about 9:50 p.m., apparently from another car. Police are looking fora large blue car, probably four-door, with chrome wheels and white fog lights.

It doesn't appear that the victims returned fire, said acting Capt. Dennis Beatty. "When all the shooting started the people who were getting shot at just wanted to get out of there," he said.

The 23-year-old driver of the Monte Carlo, who was shot four times, managed to drive to Skipper Street before a flat tire made the car undrivable, police said. The driver and a third passenger, an 18-year- old injured by flying glass, fled into the nearby Corbin Heights housing project. Their names were withheld by police.

A neighbor said the mother of the driver found her son in the basement of their Dean Drive home and called police. Family members of the driver were not available for comment.

The two survivors were later taken to New Britain General Hospital. The 18-year-old was treated and released, and the driver was in fair condition Monday. Police said they did not know if the two are gang members.

Albertine Romano, a neighbor of Gannon's, said she heard gunshots late Saturday night. She said Gannon's mother, Ann Gannon, told her after hearing thegunshots that she was glad her children weren't involved.

Gannon's landlady, who shares the duplex at 126 Overlook Ave. with the Gannons, said on Monday that someone shot through her window a few weeks prior to the slaying.

Gannon's family declined to comment. Gannon, the nephew of a New Britain police officer, had lived in New Britain for 17 years. He had attended St. Joseph School and was a graduate of New Britain High School.

Rodriguez's family denied that Hector was a member of the Latin Kings, as police have said.

"If you are Hispanic, you are in a gang. If you are black, you are in a gang," said Hector Rodriguez, the victim's father.

Rodriguez and other family members said the police had not questioned them about the killing.

Monday, friends and church members gathered at the Rodriguez home to offer comfort.

"Hector was a sweet guy," friend Myron Harris, 21, of Rocky Hill Avenue, said. "He loved his friends and family. He wouldn't purposely hurt anyone. He just got caught in the wrong place at the wrong time."

Rodriguez's fiancee, Lisa Frost, said Hector had proposed to her in December. She said she last saw him Friday night.

"He took me to McDonald's because I was hungry. He gave me a kiss and said he'd see me tomorrow night," said Frost, as she held her and Hector's 2-year-old daughter in her arms.

Just a little more than a month ago, Hector's mother, Elisa Rodriguez, died of a heart attack. Family members said Hector was deeply grieved by her death.

Rodriguez's family members said he and the other men had gone to a party Saturday night. They said others told them there had been an argument at the party, which was on a lawn of the housing project.

Friends and family members said the four men were close friends.

"They grew up together on Ellis Street," Hector's sister, Omayra Rodriguez, 15, said.

The slayings, the third and fourth homicides in the city this year, came just days after a Los Solidos gang member was shot in the back near Hartford Superior Court after a fight between Los Solidos and Latin Kings members.

Police haven't specifically begun looking at possible links to that shooting and recent gang-related shootings in Bristol and New Britain.

"We're exploring all possibilities," said Beatty, who supervises the department's gang task force.

A spokeswoman for state public safety Commissioner Nicholas Cioffi said the state has not yet received a formal request for state police help, but will talk with the city.

"The likelihood is very strong that there will be some assistance," Ellen Schneider said.

[From the New York Times, Tuesday, May 17, 1994]

No One to Protect Her; Homeless Girl Is Abducted and Killed in Bridgeport, and the Finger-Pointing Begins

By Robert D. McFadden

They remembered Erica Corbett yesterday as a bright little girl who cared deeply for her three young siblings and tried to cope in a world most children cannot imagine: a world of abandoned buildings to call home, of days without school and nights in a district overrun with drug dealers and thugs and prostitutes.

She was only 10 years old, that delicate age of awakening when trust and tenderness can be everything, when judgment and responsibility are not to be expected and it is hard to glimpse deceit behind the stranger's dark smile or the corrupt generous offer.

So on Saturday night, when a man entered the squatters' flat in Bridgeport, Conn., where she and her sister and brothers had been left alone—first by her mother, then by her mother's boyfriend, the police say—and the man promised to buy them all toys if she accompanied him, she just went along.

Two hours later, they found her in the lot outside, where the killer had dumped her. She was sprawled against a chain-link fence. Her throat had been slashed and there were other knife wounds on her thigh and on the hands she had put up in a last, futile attempt to fend off the murderous thrusts.

"This child is a true victim—nobody deserves to die like this," Capt. John Donovan, the commander of Bridgeport police detectives, said yesterday as his investigators fanned out over the mean streets of the city's East Side in search of clues and suspects in Erica's murder, one of four there on a weekend that was one of the most violent in memory.

Pending further autopsy tests, it was unclear if Erica had been sexually assaulted. And the police had little to go on—the account of her 7-year-old brother on the man who had lured her out, and the descriptions of witnesses who saw a gray-haired man in a green car dump her body and speed away.

No charges were filed against Erica's mother, Stacy Ann Corbett, or her boyfriend, whose name was not released, but the police said they were considering a neglect charge against the woman for leaving her four children unattended.

Beyond the police investigation, there were other official recriminations yesterday over the death of a girl who had been lost since last September by a school system

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and who had not been found by truant and child-welfare officials in her nether world of homeless people moving from one abandoned building to another.

School officials said they had repeatedly informed the State Department of Children and Families that Erica had not attended classes throughout the school year now drawing to a close, and insisted that it was the responsibility of the state agency and truant officers to find her and her family.

But officials of the state agency said its logs showed no record of any calls from the school system about Erica and said they would confer with school officials to see what went wrong. They declined to say more on the ground of confidentiality laws.

There were also political overtones to the girl's death. A State Senator who has campaigned for laws that would set curfews for teen-agers in Bridgeport and would demand accountability for children who are not in school when they should be, expressed outrage over the girl's murder and said he would step up efforts to get the laws passed.

"This is exactly the kind of thing I'm trying to prevent," said the Senator, Alvin Penn, a Bridgeport Democrat. "We have got to make parents, school officials and city and state agencies all accountable for these children."

It was unclear how long Erica and her family—her mother, her two younger brothers and one sister—had lived at 201 Arctic Street, one of a row of abandoned buildings where homeless squatters share quarters with drug dealers, prostitutes, drunks and other troubled people.

It is an ugly block in one of the toughest districts of Bridgeport, an area where the menace is palpable. Most of the buildings have boarded up or shattered windows, unused mailboxes hang askew and the vacant lots between buildings are littered with broken glass, tires, cardboard boxes and piles of rotting garbage.

Late yesterday, as a steady drizzle fell over the area, a woman who would not give her name said: "When you live in a neighborhood like this, you come to expect horrible things. But this kind of violence against a child is even worse than what we have come to expect." Nearby, a 9-year-old girl who knew Erica said: "I liked her a lot. She didn't say very much, and she always seemed to be taking care of her brothers and sister."

Roberto Rodriguez, the principal of Waltersville School, a public elementary school where Erica had not attended classes since last September, recalled Erica in somewhat similar terms. "She was a bright, intelligent girl, who was always taking care of her little brother."

He said the school had repeatedly told truant officers and the Department of Children and Families about Erica's absence. He said the truant officers and thestate agency told the school they could do nothing about the girl because she had no permanent address, an account that was contradicted by an agency spokesman.

In response to what he saw as foot-dragging by the agency, Mr. Rodriguez said, the school had provided the agency with several addresses of abandoned buildings where the girl was believed to have been living, but still, he said, nothing was done.

"It's just a shock to us that this could happen," Mr. Rodriguez said of the girl's death. "It might have been different had the state taken action when we notified them."

But David Dearborn, a spokesman for the Department of Children and Families, said: "Our regional office logs every call and we have no indication of having received any calls about this child or her family during this school year. We'llbe contacting the principal to find out if he filed the mandatory followup written report to our department after he made those calls."

Senator Penn, commenting on the official disagreements, said, "You watch. Everyone will be trying to cover their hide now."

Recalling Erica's final hours, Captain Donovan said Ms. Corbett went out sometime on Saturday and left her children with her boyfriend. At about 9 P.M., he said, the boyfriend left, too. Sometime later, according to an account pieced together from the 7-year-old, a man came to the apartment and promised to buy the children toys if Erica would go with him. She agreed, and was taken away.

Shortly before 11 P.M., according to witnesses, a green four-door car pulled up outside 201 Arctic. A gray-haired man got out, took a limp body from the car and dumped it against the chain-link fence in the debris-strewn lot next to the building. He then sped away.

At the State Medical Examiner's office in Farmington, an associate medical examiner, Dr. Ira J. Kanfer, conducted the autopsy, found the knife wounds on her thigh and hands and gave the cause of death as a slashed throat.

Yahaira, I wanted you to tell a little more, a personal story that you wanted to share with us and the committee. Then I want to ask our Attorney General to join us at the desk. But I wanted you to tell us the story. You had an additional personal story you wanted to tell us.

Ms. JUAN. My name is Yahaira Juan. I am 15 years old and I attend Luis Munoz Marin School. I am president of a teenage group called STAR, Serious Teens Acting Responsibly at the South End Community Center in Bridgeport, CT.

The South End Community Center is like a second home to me and other children and teenagers who come every day to participate in STAR and their daily youth development activities.

The Center is a second home where I can go without my parents worrying if I am all right or something bad is going to happen to me and my friends.

Bridgeport is a nice place, but it is also a dangerous place. The other day, my schoolmate, an eighth grade student was stabbed by a group of girls. First, it turns out that my friend was the wrong person they were after. Now a family is suffering for their daughter, my friend, who may or may not live.

Why does this happen? I believe it is because of boredom. Boredom is the reason why teenagers turn to drugs and violence. Boredom is what makes teenagers do the things they should not do. Boredom because of the lack of programs and activities for kids—and us the most criticized group in America today.

Most of our parents either work or some kids do not have caring parents and want to turn to places like the South End Community Center. But there is no center for many of them—only the streets and then trouble.

Why not provide for more youth groups like STAR, with educational and recreational activities. Also, more centers like the South End Community Center are needed. We are worried now. Yes, our center is also in jeopardy. It is not fair. It is our safe street for me and my 20 to other 30 teen friends. And guaranteed over half will be killed or in jail within a year, if the center closes.

We need more police protection. Emergency calls to the police are not being handled promptly and that is dangerous. We need to do something to stop the trafficking of dealers and drug dealers in our schools and at the street corners of our own homes.

We need better teaching materials like computers and more teachers and sports so we can enjoy our education and avoid the boredom that now exists among our youth.

Thank you very much for taking the time to listen to our needs and concerns. I just hope that these issues are sincerely addressed. Then, maybe more of us young people will become the next generation of outstanding leaders of this free and democratic country.

Senator DODD. Thank you very much for that additional statement, Yahaira. I am going to ask our witnesses here if they could step back and take some chairs in the front row here, while we listen to the Attorney General of the United States share her thoughts with us about what they are thinking of and what they are doing. Then we'll have you come back after the Attorney General testifies.

Attorney General RENO. No, I will wait. They're the ones that are important.

Senator **Dodd.** Thank you, I know your schedule is tight. Let me turn to my colleague from Minnesota?

Senator **Wellstone.** Thank you, Mr. Chairman. Why do we not just go forward with this hearing. I just would, first of all, apologize to some of you all. I had to speak at the floor, so I was a little late. I think it is real important you come here with your voice and you say what you said. I think your testimony is critically important and I think the way that we honor you is to follow-up on what you have said. I know that the chairman is very committed to that and I certainly am too. With that, let us just go forward.

Senator **Dodd.** What we are going to do here this morning is something a little bit different, Paul. Normally we ask a panel like this some questions. But you heard already in the testimony some of the frustration that our witnesses here are feeling. So we asked them if they would like to ask us some questions, as Members of the U.S. Senate, for a few minutes this morning.

Senator **Wellstone.** It has been very good being with you. [Laughter.]

Senator **Dodd.** I thought I would tell you that after you said you would be delighted to stay here for a while. Let me point out, by the way, Senator Kennedy, the chairman of the full committee, wanted to be here this morning, but as all of you I am sure are aware, U.S. Supreme Court nominee Breyer is here on Capitol Hill today; and because he is from Massachusetts, he is being escorted by Senator Kennedy around to meet other members of the Judiciary Committee. So he will try and get by, but because of that was unable to be here this morning.

Now we turn it over to you. Any questions you have for us. Who is going to ask the first question?

Ms. **Juan.** Why are there not more programs for us and what are you going to do about it?

Senator **Dodd.** You are going to hear shortly about that from the Attorney General. I feel very strongly about after-school programs, summer programs and the like. So a year ago, a little less than a year ago, we began to look at what we might do to offer young people alternatives, realizing that young people need to have alternatives, other than the streets, if we are going to offer something meaningful to our young people.

A group of us actually had a dinner here in Washington, DC last fall, which just happened to coincide with Senate consideration of the crime bill. This dinner was where the idea of an Ounce of Prevention Program was developed. The people at the dinner represented people who are out every day working in community-based programs across America—the police athletic leagues, the Boys' Clubs, the Girls' Clubs, the STAR programs,the YMCA's, the mentoring programs. There are literally hundreds of ideas that are working every day. But in a lot of cases, they do not have enough resources to include as many young people as they would like to.

To give an example, I was at Stowe Village the other day in Hartford, CT. Stowe Village is one of the most difficult and toughest housing projects in the State of Connecticut. They have an after-school program for 100-125 students. Yet there are over 2,000 young people that live in Stowe Village. So after school, unless you are lucky enough to get into that program, there is very little alternative for young people. That is a classic example.

It is a wonderful program, but the people who run it are struggling. There are no athletic facilities there at all. Here are these people trying to do something for young people and yet they can only handle roughly a fraction of the number of young people who are in that housing project. Examples like that could be repeated all across the country.

So with frankly the help of the Attorney General and people like Senator Danforth, Senator Domenici, Senator Kerry of Massachusetts, Senator Bradley of New Jersey, and Senator Wellstone, we put together a prevention initiative in the crime bill. We literally sat around one evening. In fact, Senator Wellstone was there on the floor. On the floor of the U.S. Senate, late at night, we said we think we can at least get one ounce of the money, one ounce of the crime bill money for prevention.

As a result of that, we were able to get roughly a billion dollars which is a little less than an ounce, I might point out. But that was the start. The House of Representatives then has raised that to about a billion, $300 million. We still hope there is a chance to even do more. But it is not just money. As you see here in this graph, there are a lot of different programs that exist in the various departments. They exist—266 programs exist.

But it is very difficult for community-based organizations to know who to apply to and if you apply, whether the money gets fractured. So what we did is set up an Ounce of Prevention Council in the bill which will be one-stop shopping. So that if a person or a group has a good idea, they can apply one place, get the support, and the money goes directly back to them. It does not go through the State. It does not go through the town, but comes directly to the organization.

So we are going to try and get more resources back to the very programs you are involved in to expand them, so that more people can be involved. It may not stop all the crime, but if at least it offers some alternatives, then that can begin to make a difference. And that is what we are going to try and do with this crime bill.

Senator WELLSTONE. I think what Senator Dodd said is very important and very accurate. Can I give a little bit of a different answer, as long as we are making this very informal. And this is for each of you all to consider, because you have been willing to come here today and testify. The question was, why is there not more done by way of programs, by way of support in the community for young people; is that correct?

Ms. JUAN. Yes.

Senator WELLSTONE. Again, I also would take my hat off to the Attorney General whom I think has been trying to say if we are serious about reducing the violence and the crime, it cannot just all be the punishment in the prisons; it has also got to be really good community programs that support young people.

I think one of the reasons, and I am going to end on the positive, I do not want to make you cynical; I want to make you the opposite. But first of all, young people do not vote and young people do not have political action committees that give lots of money, so you do not have the same clout. Therefore, I want to make a suggestion in case that makes you cynical, because I do not want to make you cynical. I feel like that is why it is so important you are here. I feel like one of the voices that is not been heard in the country about what we ought to do to reduce the violence has actually been the voice of a lot of younger people who have lived this every day.

Now you have come here, correct? But what I would really like to see some time in the near future to take a little time to plan it out, I would like to see around this country on the same day young people all over the country calling all of the Congressional delegations, Republicans and Democrats alike, back home and all over the Nation on the same day. Just like there was an Earth Day. It is a focus on youth and reducing violence where you call the meetings and ask all of us to come back, because how many people can come here? And I would like to see you all begin to sort of put the pressure on Representatives and Senators to do more. Do you see what I am saying? I really think it needs to be done.

And I quite frankly do not see how a Democrat or a Republican can turn down a meeting back home with young people, if it is being done—let us say, Massachusetts, Minnesota, Connecticut, Ohio, every Congressional District and both Senators—everyone is back the same day at noon on Saturday or whatever. Do you see what I mean? All across the State direct face-to-face meetings. I think it really needs to be done. Because I think there is a lot you can teach us and I also think you need to put the pressure on us.

Otherwise, my fear and then I am finished, Mr. Chairman, is that what will happen is that people in office will have photo opportunities with young people, but will never really come through when it comes to some of the resources. I do not think the programs happen in Washington. I think it happens at the community neighborhood level. But I think there have to be more resources. So would you consider that idea, if you see what I am saying? You see where I am heading on this?

Ms. JUAN. Yes.

Senator DODD. Howard, welcome. We have been joined by Senator Metzenbaum of Ohio. We are doing this a little bit differently. They are asking us the questions this morning.

Senator METZENBAUM. I just came by. I had something earlier and was not able to be here and listen to these young people speak or to ask questions. But I just want to thank you for holding the hearing. I think it is critically important that we in the Congress do something about youth violence. I also wanted to thank the young people for having the courage and conviction to be with us this morning and share their concerns with us. It takes a lot of courage to come before the U.S. Senate Committee, particularly one presided over by that very tough and very difficult Senator Chris Dodd.

I thank you very much and thank you for holding the hearings, Senator Dodd.

Senator DODD. Not at all. Thank you, Howard. What is the next question? Who has the next question? Yes, go ahead, Otis. I had a feeling you had a question.

Mr. WERE. Can you try to get more undercover police on playgrounds and into some gangs and starts to help stop the violence in the United States? What I mean in joining some gangs, I mean like you get the undercover police like a gang member; get to know the gang; and then have some of their other friends police in with them. Then once they know all their plans, they bust them and got them all.

Senator **DODD**. I saw the Attorney General taking notes over here. [Laughter.] Part of that is certainly going to be part of the effort. One of the provisions in the crime bill which prevention is a part is to put more police officers on the streets. Almost everyone of you mentioned that here this morning. You thought that was an important element in this. I would suggest to you that I think that is important, and we are talking either between 50 and 100,000 police. It would be something like that, additional police officers.

But it is not just more police officers on the street, it is what they do when they are on the street. Obviously, putting resources into undercover activities so that we can apprehend those who are guilty of crimes would be very important. But one of the things we are talking about, as well as the community policing concept, is where a policeman knows the community, knows the neighborhoods. In fact, it is an old idea.

People who are older in this country will tell you they remember community policing as being plain old policing. It did not have a special name. Where the policeman on the beat was someone everybody knew and you shared information with him. If something was wrong, the policeman knew about it. He knew the store owners. He knew the people in the neighborhood. He knew all the young people. He knew who belonged in which house. And if you were out doing something wrong, he would not necessarily arrest you, he would go see your parents. He knew your parents, so there was a closer relationship.

Too often, I think what has happened is police officers have become to be seen in certain neighborhoods as the enemy, not the friend of the community. So I think there is going to be more of that. But specifically, I think you will see things done, attempts to do a better job of apprehension of those who are committing the crimes. But that is a very good suggestion, Otis.

Who has got another question? Yes, Darnell.

Mr. **DALTON**. What will happen now? How will we make the difference by being here today?

Senator **DODD**. Either one of my colleagues?

Senator **WELLSTONE**. Darnell, two points. No. 1, you have made a difference by being here because unfortunately, your voices are not heard near enough here. Usually it is different kinds of people that testify. So by your being here at a key committee that deals with this, with a chairman who is very committed to trying to change things for the better. I mean your testimony is taken to heart by all of us. That is number one.

And we have got to follow-up on what you have said. And then the second thing I would say to you again is that I am hoping since Washington, DC is such an expensive airplane trip away for so many young people around the country like in Minnesota where I am from, I hope the young people around the country and I would be willing, I am sure others of this committee would be willing to help to. I think we really ought to organize a day where basically all of the Senators and Representatives are called back home. Direct meetings with young people where you can be respectful but put the questions to people and demand some action. You know what we mean when we say grassroots? Back in the communities we need to do some good work bringing Reps and Senators back to the States to follow-up.

Senator **METZENBAUM**. Darnell, do you think your being here will just be you come and you go and nothing will come of it?

Mr. **DALTON**. Excuse me?

Senator **DODD**. Do you think, Darnell, that nothing is going to come of it? You just come here. You have given a nice set of remarks and you leave and nothing is going to come of you being here? Is that what you feel?

Mr. **DALTON**. No, I feel that it might change. I have a feeling that it might by us reading all of our testimonies.

Senator **DODD**. I think it does too. Let me say and I agree with what Senator Wellstone has suggested. Let me mention something else you can do right away. I have spoken at every single public high school in the State of Connecticut in the last 10 years, several of them many times. I try and do one high school every week in my State to meet with students. And you can do that now. You would be amazed and surprised at how willing people are to come by and be at the school. You can ask the mayor, members of the city council, local State Senators or State legislators. Extend an invitation to come to your class and then raise these very kinds of questions you are raising here today.

My experience has been that most people are willing to accept invitations. They do not get many except to graduation exercises or some formal function at school. But I have found some of the best questions I have ever been asked, and I say this with all due respect to the media that is here, some of the best questions I have ever had asked were asked by young people in schools—very direct, very honest questions. Some of the best ideas I have ever received have been students asking questions and bringing up ideas in classrooms.

What Senator Wellstone has said is accurate. It is impossible for everyone to be here. But you represent the views of a lot of people. You are representing not just yourselves here or not just the individual program that you are involved in, but literally thousands upon thousands of young people who feel the very same things you feel, the very frustrations you feel, the sense of anger, the sense of hopelessness, the sense of deep concern over what you are feeling.

Your presence here today is very important, because it is not just a group of statistics. It is not a professional talking about something that is abstract. You are students every day. You see it every day. And your presence here brings that more clearly to the public's attention and to the attention of the U.S. Senate in this particular case. So it is very important that you are here, very important that you are here.

Mr. **ABOUZEID**. On a scale of one to 10, how do you rate youth violence on a scale of national importance and why has it been such an overlooked topic among your colleagues?

Senator **DODD**. First of all, how do I rate it? I rate it as one of the most important issues. On a scale of one to 10, putting a number on it—if I put five or seven, someone may argue with it. But I think it is a high priority. This is the most difficult question all of us are asked. What is the single most important issue the country faces? That is almost an impossible question to answer.

But I will answer it for you, because I have an answer. I think the single most important issue facing our country is education. To me that is the single most important issue. Because we live in a society that depends upon an educated population. More than 200 years ago, Thomas Jefferson said any Nation that ever expects to be ignorant and free, expects what never was and never possibly can be.

And I relate violence to a lack of education. To me it is the central question that we must address. Every other problem is solvable if we have an educated society. If we do not have an educated society, every problem, solution is left to chance. And our system, as we know it, is left to chance. So I think the related question of education of young people is the single most important issue that every generation must address in our society.

Senator **METZENBAUM**. I think from the standpoint of concern, it is probably an eight or a nine. From the standpoint of action in doing something about it, I think it is a one or a two, maybe a three. But that does not tell the whole story, because there is another area in between; and that is, what to do about it? You cannot pass a law eliminating youth violence. Because youth violence comes about by reason of conditions in the street, failure of society to meet its responsibilities in many areas, poor housing, poor educational facilities, poor health.

So I would say to you the concern is there, but the solution is not there. But I think it would be there if somebody could come in and say to us, if you pass this law, we can achieve this end result with respect to youth violence in America. I think Congress would be prepared to overwhelmingly pass it. Its not quite that simple. Not all problems can be solved by law.

Senator **WELLSTONE**. Nehme, two quick things. One, I wanted to let you know that I thought your proposal about a mandatory antiviolence curriculum is real interesting and I would also include violence, family violence, as a part of that too. I have seen some neat kind of programs in Minnesota in some of the elementary schools with an emphasis on trying to really resolve conflict in a nonviolent way. I think you are right on the mark with that.

I am just going to come back one more time to what I said earlier. I was a teacher for 20 years before coming to the Senate and I would agree with Senator Dodd, I put education and opportunity at the top. I think it is key to democracy. I think it is key to opportunity, you name it. And I find it a little—I am going to be really blunt with you all, because I have a lot of respect for you for being here and I do not want to talk down to you.

Personally, it is my own view, other Senators may have other views about this, I am a little discouraged that when I talk to police chiefs and judges and sheriffs back in Minnesota, some of whom are very stern and all for law and order, they tell me you are never going to stop the cycle of violence unless you really do much more in the communities, much more in education and much more in opportunities. And I keep saying to them, you need to speak out on this. Because right now I see way too much of the emphasis just being on more and more prisons and more and more jails and more and more of this and more and more of that. That is fine up to a point.

But it is not going to change this and I would come back to the point I made earlier. You say, how important is it to me? It is at the top. But I really would like to see us in this country move to something comparable to Earth Day. Back in 1970, where all across the country everybody on 1 day focused on the environment. Why can we not have youths speak out against violence day where all Representatives and Senators are called back to every State all across the Nation, same time. It is a big national story because it is happening in every State. It is a big State story because it is happening in every part of the State. And you all, it is your voice which is not heard and you tell people in the Congress what needs to be done.

In other words, I am saying, I think you should turn up the heat on us. Do you know what I am saying? And I think a lot of young people would like to do it. And you know what will be the reaction if you talk to other people? You know better than I do. But I know, like Chris, I spend a lot of time in schools in Minnesota, and a lot of students say, well I do not think anything will happen. But you know what, if it was organized the right way, it would happen. Representatives and Senators would be there. And then all of a sudden, students will say, well my gosh, we got them there. We did not think that they would be there and then we begin to get more involvement on the part of you all. That is going to help a lot.

We are committed, but I really think that we should do something like that in the country. And I like your suggestion a lot. I am going to talk to some other people about it.

Senator DODD. Yes, Jenna.

Ms. THOMAS. I think you might have answered my question on the wayside a bit, but I am say it. Exactly who is going to work on developing programs to prevent violence and who are they going to look to for help with their plans? In other words, would they include you? What areas would they target?

Senator DODD. Again, each program may run a bit differently, but the best programs I have seen—and you will hear from some of them today—involve young people in trying to shape and form the program. Again for the very reasons that you have stated and others have stated here, it must involve young people. Your testimony, I think, is eloquent evidence of that—that young people being involved in shaping and formulating the program can have an awful lot to do with its success. We are not going to sit here and dictate from Washington what each program ought to look like. That has been one of the mistakes in my view.

If a program has a track record, it is proven to be a good program, demonstrated strength and ability, then I think we ought to let those programs design what is best for them. What may work in Bridgeport, may not work well in South Carolina. Or what works in Texas or some other place, Massachusetts, may not work in California. You are going to have to have some flexibility within those programs so they can accommodate these special circumstances that exist in different places. I think that is a very important element.

But frankly, I believe that any good program should involve young people in the design of that program since they will be the ones who will be benefiting from it and involved in it.

Yes, Jenna.

Ms. THOMAS. That was not exactly what I was asking. What I was asking, as far as you, who is going to be the ones delegating the money going to where and will you be involved in that? I understand the State in every area is different.

Senator DODD. I apologize. We will pass the legislation, provide the resources to go to the various departments and the Ounce of Prevention Council will be run by the Executive Branch of Government. The applications will go to the Ounce of Prevention Council. They will make the decisions. We do not make the decisions as to which group or organization would get the funding, individually, okay? It is done by the Executive Branch.

Ms. THOMAS. Would it be like a youth aid or volunteer in the dialogue or the meeting?

Senator DODD. There will be paid people who make assessments on the various proposals. There will be, I presume, a lot of proposals coming in, more proposals than we will be able to accommodate, even with expanded resources from the Federal Government. But nonetheless, we will try and expedite those requests and make it possible for organizations to get meaningful resources to assist their programs.

Yes, Otis. Terrill, did you have a question? Let me get to Terrill.

Mr. TURNER. Yes, how do you plan to help cleanup the community from crime and violence?

Senator WELLSTONE. I think, Terrill, there is no one answer. There are probably a number of different answers. And again, I am a big believer that our job is to try and get more resources to the community and then I think the communities are the best people to really make this happen. I would outline a couple of different areas:

No. 1, I think anything and everything that we can do to get guns out of the community, we should do.

No. 2, I think everything that we can do to make the home a safe place—all too often the home is a more dangerous place for all too many women and children than the streets—we should do.

Number Three, I think community police of the kind where the police represent people in the community and know people in the community, are out in the community, so that people can walk from one end of the block to the other in safety is real important. We should do it.

No. 4, I think we should be strict and stern as you were saying earlier and not let people sort of just get away with committing these heinous crimes or be out in the streets right away afterwards.

But number five, I really think unless we do a much, much, much, much better job in our country of providing real education and real opportunities and real job prospects and decent housing and all of the rest for people, so that there is a future for young people, as opposed to—I mean I met at a school, an alternative school in Minneapolis, work opportunity center, I would say about 98 percent of the students were African-American at this school or maybe 95 percent. And these were students that were in a alternative school setting and a lot of them were talking about the kind of money that somebody could make selling drugs out on the streets, given the fact that the situation was really tough at home and people had very little money versus the kind of jobs that were out there for them.

We have got to change those choices and we have got to have these opportunities for people. That is critical. That is what I think. So it is many different kinds of things that need to be done and the sooner the better, the sooner the better. We have got a long ways to go, do we not?

Mr. **TURNER.** Yes.

Senator **WELLSTONE.** But your being here helps us.

Senator **DODD.** We will take one more. Otis, yes, you will get the last crack here.

Mr. **WERE.** What are your plans to help stop violence in the United States?

Senator **DODD.** That was sort of the same question. Terrill, let me agree with what Senator Wellstone said. Those are very good elements. There is no single particular solution. One is to try and strengthen families which is very important. Economics are important. Some have already mentioned that here. My general experience has been, where people have jobs there is less family violence, substance abuse, and crime, than where there is a high unemployment rate.

Conversely, where you have high unemployment, it seems the problems get worse. That is no excuse, because someone does not have to not have a job to go out and commit a crime. Anyone would say that would be foolish and stupid. But the facts of life are that when you have communities without the kind of income that should be coming into them, we have problems. Home ownership is important. People having a vested interest in their communities. In the past we have subsidized rents. Maybe we ought to start talking about subsidizing what we call equity; that is, ownership in properties.

A lot of these homes are not bad homes. They are well built, constructed, but landlords are not around. They are absentees. The places begin to fall apart. It contributes to the deterioration, not just physically of a community but also how people feel about their neighborhoods and communities. We need to try and do what we can as a partner in this, as a partner. Private groups, local government, State government, all working together understanding that if we have communities that are working, where people have a vested interest in their neighborhoods, that we begin to see some of these problems diminish.

You mentioned neighborhood watch programs, after school programs, a lot of these ideas. We have got to think more creatively than we have in the past to really get at the heart of this, as well as explore some of the suggestions that are in the crime bill to be able to effectively deal with those who commit crime. It is only a relatively small percentage of people who commit violent crime. The FBI tells us it is somewhere between 5 and 10 percent of the criminal elements in this country commit about 90 percent of the violent crime. It seems to me we ought to try and do a better job in dealing with those elements.

I know in New Haven, CT, the police departments there took a gang called the Jungle Boys and they took them off the streets, about 20 of them. They were involved in very serious violent crime and they denied them bail because of the violence of the crimes that were being committed. Within a month and a half, the incidents of violent crime in New Haven, CT, dropped by over 50 percent with 20 people off the streets. That has been tried in other communities as well. So it is a combination of things here that we have got to put our attention and our mind to.

But that is the very important question. Education, I mention again to you, I think is critically important. Giving people, as Senator Wellstone said, a sense of opportunity so that they do not have to look to a life of crime in order to do well. That there are other opportunities available to people out there is important. So those are some of the ideas and suggestions.

Senator WELLSTONE. I have a quick answer for your question, Otis, since yours was the question. You asked, what are you going to do to reduce the crime and violence? I have an answer for you. I am going to listen to you.

Senator DODD. Very good. Thank you all very much. You have given great testimony, very helpful testimony, and we've enjoyed your questions, as well. So why do you not sit and listen to our Attorney General, if you would like, and the other witnesses we have this morning. We thank you for coming by, and I want to thank particularly our students from Bridgeport for this wonderful and very poignant banner up here. These are all the young people in the last few years that have lost their lives in Connecticut, as a result of violence. We could add a few more names this morning, as a result of stuff that happened over the weekend. But nonetheless, it is very helpful and we appreciate that very, very much. Thank you all.

Let me now ask our very distinguished guest, the Attorney General of the United States to join us. I have already indicated what tremendous support we have received from Janet Reno in the area of prevention. A person who hardly needs to be introduced to a Congressional panel, now having spent, I presume, a greater percentage of her life than she would care to admit in front of Congressional panels. We tried to get together a few weeks ago and were unable to do so, but shared being on a panel in front of Senator Biden where a similar hearing was held.

We are deeply appreciative of your presence here this morning. Deeply appreciative of your willingness to listen to these young people ask their questions and offer their testimony, knowing how busy you are and so many things you have to deal with. Thank you for coming.

STATEMENT OF JANET RENO, ATTORNEY GENERAL OF THE UNITED STATES

Attorney General RENO. Senator Dodd, Senator Wellstone, thank you for giving me the opportunity to listen to the young people. I try when I travel across this country to make sure that I hear from young people, either in round tables or go to a detention center and you learn so much from them. They are incredible. They are strong. They have such positive thoughts and I think it behooves us all to do just what you have done this morning and I appreciate the opportunity to be here.

Darnell asked what difference is his testimony going to make. I think it can make an extraordinary statement for America, as so many of the comments made by young people whom I have visited with have made a difference to me. I believe that we are at one of those very rare moments in history where we can develop a bipartisan approach to the problem of crime and have a real impact.

We can get a crime bill passed that is thoughtful and balanced because of testimony like Darnell's and the other young people here; because of programs that are working across the Nation; because of a thoughtful bipartisan approach by Republicans and Democrats to deal with, I think, one of the most critical problems in America.

Was asked why his youth violence escaped notice. I was a prosecutor in Dade County for 15 years and for the last three before I left, I said that youth violence was the single greatest crime problem. I would suggest to you, though, that it goes beyond just education. It goes to the development of strong parenting skills. It goes to providing preventative medical care for our children at very early ages. It means providing for Edu-care in zero to three, as you through your leadership have helped to expand Head Start. It includes programs afternoon and the evening for our children. Education is probably the answer, but it is education in the largest, fullest sense.

We have a tremendous opportunity and the threads that these young people talked to today are all here in the crime bill that can be passed as we come together in conference, work together through our issues, and come up with a crime bill that balances punishment, policing and prevention in a thoughtful way that can make a difference.

The cornerstone of the President's crime plan is his commitment to put 100,000 more police officers on the beat in America's towns and cities. But Jenna Thomas pointed out something that is important. You cannot just put police officers on the streets and let them ride by in a car not knowing the people that they deal with. I have watched community policing work now throughout America where the police officer is known, respected, and trusted in the community where he goes to the neighborhood, to the citizens, to the young people, to the school teachers and identifies with them the problem in the neighborhood, develops priorities. It has been so touching for me to see children's attitudes toward police officers change as a result of community policing initiatives.

When I go to South Central in Los Angeles to an elementary school and ask the kids what they want to be when they grow up, they turn and look at the policeman and beam and say, I want to be a policeman. In south Dallas, a young woman tells me very much as Jenna said, that she had felt that police officers were the enemy, but through community policing, she was coming to see police officers as her ally and her mentor.

We recently had viewed the Department of Justice talking about how community police officers had become their mentors in Dorchester in a program that is a wonderful example of what prevention programs can be. So policing at its best is identifying, just you and I believe Otis pointed out, we need to identify the gang leaders, the ring leaders and get them yanked out of that community and put away. But a sensitive community police officer, while working with other police agencies to do that, can also reach in and pull those on the periphery back into a strong, construction, positive opportunity.

There is clearly a demand for this community policing initiative. I have just finished the implementation of the distribution of the $150 million police hiring supplement and the competition for those moneys was extraordinary. We had over 3,000 applications and were able to award only 250 grants. In addition, to putting more police officers on the streets, we need to make sure that those who are guilty of serious violent crime are properly punished and that they understand there is going to be a consequence for their action.

Again, a good community police officer can make sure, knowing the community, involving the community, that we are focusing on the right people and that people are not being treated unfairly in this process. But one of the most frustrating things, and I hear it from these young people; I hear it from others around the Nation; Ms. Reno, what are you going to do about those people that keep doing bad things and coming back to my school and causing me problems? They want to see that there are serious consequences.

The crime bill also provides for programs for first offenders, for youthful offenders. It provides for after care and follow-up that gives them a chance to come back to the community, but it lets them know there is a consequence for their act. And as importantly, it provides significant funding for the violent offenders, for the career criminals who continue to commit crime. In terms of providing enough cells to State and local correctional programs that can make these people know they are going to serve their sentence.

But as you have pointed out, I have talked a long time about crime prevention, because as a prosecutor in Dade County, I realized early on that if I wait till somebody is 17 and prosecute him as a delinquent, I will never have enough dollars to treat all the delinquents similarly situated and do something for them. So we started earlier looking at drop-out prevention. That was too late because already a child had fallen behind two grade levels.

We started focusing on neighborhood intervention programs and then we focused on early childhood. And you began to see that the problem was one long continuum and that if we did a marvelous effort, undertook a marvelous effort with Head Start, but did not provide afternoon and evening programs, all our good efforts would go for naught.

It is important that we give children and their families an opportunity to grow in a continuum of child development that will give them the tools to do the job; that will build strong families around our children and give the children an opportunity to do and pursue what they want to and to make sure that their dreams do not disappear.

I would like to highlight briefly some of the prevention programs in the crime bill. And Darnell, I need you to help me get this passed. The President's Youth Employment Skills program, the YES program, contained in the House bill will give young people something other than crime to say yes to by providing employment and skills to young people in hard hit, high crime areas. The young people of America want to be involved as you have seen today. They want to contribute and to work and build a better future for themselves and their families. This very special, highly targeted crime prevention program will give them a chance to do so. We believe that this program should be funded at a level of $1 million. Not with make-work jobs, but with jobs that are tied into their aptitude and interests, so that they can graduate from high school with a skill that can enable them to earn a living wage or move ahead in other efforts.

The Ounce of Prevention programs that you have sponsored and that are also included in the House bill can provide with some adjustment. A wonderful mechanism for coordinating and effectively integrating the delivery of the Federal Government's new youth development and youth-oriented crime prevention initiatives. These Ounce of Prevention programs which include YES would include, among other things, programs to establish community centers in the schools for after hours and expand other after school activities, such as Boys and Girls Clubs, such as the STAR program, to keep kids safely off the streets. It will also cover substance abuse treatment and prevention programs authorized in the Public Health Service Act.

And it will also authorize what Nehme was talking about in terms of conflict resolution programs through elementary school and into high school that teach our young people how to resolve conflicts without knives and guns and fists. And, Senator, you are so right, we have got to as part and parcel of everything we do, focus on family violence, because unless we end violence in the home, we will never end it in the schools and on the streets of America.

The Police Partnerships for Children program in both the Senate and House bills encourages police officers to become involved with children and family services agencies to divert at children and children at-risk. The Drug Court program will support intensive court supervision of drug dependent defendants, can provide a carrot and stick approach that I have seen work in Dade County to give youthful offenders a chance to get off on the right foot through drug treatment programs that can work.

The Gang Resistance Education and Training program which has already proven it is successful will help kids fight the allure of gang membership. Prevention programs make sense and are a critical part of a balanced attack on crime and violence and drug abuse. Some people say, well this is not the way to fight crime. But if you talk to police officers, if you talk to sheriffs, if you talk to judges, if you talk to people who are on the front line, they will tell you we cannot wait to just put them in prison. We have got to start much earlier.

With this in mind, let me specifically discuss the importance of the Ounce of Prevention programs. The Administration strongly supports the creation of the Council. One of the goals of this Administration and its anti-crime agenda is to eliminate the turf war among the Federal agencies. I used to watch the Federal agencies come to town and the right hand did not know what the left hand was doing. One agency within a department did not know what another agency in the same department was doing. We are trying to work through this to be prepared for the Ounce of Prevention Council which can do so much in reducing duplication, waste and bureaucratic in-fighting. This Council is also essential to ensure that money we spend on crime prevention is well spent.

To achieve such a strong Council, we recommend some revisions that we believe are necessary to facilitate better administration and coordination of certain of the programs contained in the House and Senate bills. Specifically the Administration recommends that the President be authorized to designate the chair of a slightly reformulated cabinet level council. The membership of the Ounce Prevention Council should include the Attorney General, the Secretaries of the Department of Health and Human Services, Housing and Urban Development, Labor, Education, Agriculture, Interior and the Director of the Office of National Control Policy, and one or more officials as the President may deem appropriate.

The inter-departmental council should be authorized to help maximize the impact of the crime bill, youth-oriented crime prevention initiatives through collaboration and consultation with other agencies and entities, coordinated planning, development of computer-based catalogs, technical assistance and other program integration and grant simplification strategies. The council's direct funding should be authorized at the House level.

Furthermore, we recommend that the council be authorized to accept and to help administer specified related program funds upon request by the relevant agency. We look forward to working with you in the Conference Committee to resolve these issues. The activities to be supported by the Ounce of Prevention are simple and workable.

Let me give you one example. This community's school initiative contained in the Ounce of Prevention. The Carnegie Foundation, so many people have documented that children face the greatest risk after school, on weekends, and during summers and vacations when they are idle and their parents are at work or not around. It is during these hours that kids fall prey to drugs and crime. Recent studies found that eighth graders who were unsupervised for 11 or more hours a week were twice as likely to abuse drugs or alcohol as those who had adult supervision.

Boredom and isolation may also be the best recruitment devices that violent gangs have. Through recreation and organized sports and other activities, young people can develop self-esteem, learn to play by the rules and experience the thrill of playing fair. We have resources available in every community now—$250 billion worth of public school buildings and facilities—and yet too often you drive by a school at four o'clock in the afternoon and it is closed while people are down at the city council asking for the money to build a youth center. The problem is that these schools are generally opened only seven hours a day and often for only 180 days a year. These valuable class rooms, gymnasiums, sometimes swimming pools, libraries, computer banks and other facilities are off limits to our young people most afternoons and evenings. If we keep these schools open, they can bring the community together and provide the space for activities, learning, and a safe place to be a kid.

The community's school initiative of the Ounce of Prevention program will provide grants to communities across the country to develop and implement an after school plan for their youth, drawing together parents, clergy, social workers, teachers, youth groups, community and business leaders and local officials and most importantly, again, the youth.

It is so often so exciting to see young people reaching out to others, developing programs, participating in programs, and letting their ideas be heard. Unfortunately, many of the poorest communities do not have the resources to put these programs in place without our help. That is the reason that the Ounce of Prevention community's school's initiative is so important. It targets grant funds to those neighborhoods where many families live below the poverty line and there is a high rate of youth violence.

I have really appreciated the opportunity to be here today. It was wonderful to have a chance to listen to the young people. Thank you for the opportunity to discuss the Administration's plan on the crime bill. We have an extraordinary opportunity in these next weeks to answer, Darnell, to answer these young people who care so much about America, who want so to grow up in a safe, positive, constructive way and see their dreams come true. And we have the chance to do it now and get that crime bill passed with a balance that punishment, prevention and policing that can truly make a difference, because of your leadership.

Senator DODD. Thank you very much, General.

[The prepared statement of Attorney General Reno follows:]

PREPARED STATEMENT OF ATTORNEY GENERAL JANET RENO

Chairman Kennedy, Senators Kassebaum and Dodd, members of the Labor and Human Resources Committee, it is a privilege to be with you today to speak about one of the key elements of the President's anti-crime effort—workable and effective prevention programs.

I believe that we are at one of those rare points in history when a bipartisan consensus develops regarding what needs to be done to address a critical national problem. The problem is crime, and, while we will continue to debate the details, a consensus is emerging that any anti-crime strategy requires a balance between law enforcement, certain and appropriately severe punishment, and strenuous efforts to keep young people from beginning on the path of crime and diverting those who have begun down that path.

Over the past few months, I travelled across this country, talked to so many different people, walked through so many different neighborhoods, and heard from so many extraordinarily wonderful Americans. I went to speak with them about crime and what we could do about it and how the crime bill could have an impact. Everywhere I went, I heard the same message, loud and clear: The people want action. We need to pass the President's crime bill now.

We have a tremendous opportunity before us. The President has put forward a plan to fight crime. A plan that adopts the growing national consensus that effective anti-crime efforts must be balanced to simultaneously address enforcement and prevention in a coordinated, integrated fashion. A plan that is largely reflected in the provisions of the Senate and House Crime bills.

It is our hope that in the near future the Conference Committee will reconcile these two measures and send to the President one of the most comprehensive crime control bills in years. It is time to give law enforcement and the American people the tools they need to fight and prevent crime.

The key components of the President's anti-crime program are police, punishment and prevention.

—We must put more police on the nation's streets and get all our police to work in partnership with their communities to reduce and prevent crime;

—We must assure that convicted violent, repeat criminals are punished swiftly and severely and that other offenders, particularly first time offenders, receive certain appropriate punishment so that they learn that crime does not pay;

—We must guarantee that we have in place effective crime and drug prevention programs that will give young people something to which they can say yes.

Before turning specifically to today's topic of prevention programs, I would like to highlight what we are doing in the other areas of policing and punishment. I want to take this opportunity because I believe its important to emphasize continually that an effective crime fighting program requires all three elements—we need to speak of each at every opportunity.

MORE POLICE OFFICERS AND COMMUNITY POLICING

The cornerstone of the President's crime plan is his commitment to putting 100,000 more cops on the beat in American cities and towns over the next five years.

Now, some are arguing that America's towns and cities do not want or cannot afford these new officers. I think those who make this argument are out of touch with the situation around the country. As you know, the President's successful Jobs Bill included one hundred and fifty million dollars ($150 million) to help communities hire more police officers.

The response from around the country was overwhelming. Indeed, the Department of Justice received in excess of 2,700 applications from communities around the country to help hire approximately 2,023 officers. Just last week, we announced the third and final round of grant awards. It was a very competitive process because so many jurisdictions across this country presented such a compelling need for more officers and such good plans for deploying them to work in partnership with their communities to prevent and reduce crime.

Every place I have traveled since the program was begun nearly the first question I get from local officials is when will they get their new officers. This is hardly the reaction of communities that don't want federal help to hire more officers.

CERTAIN PUNISHMENT THAT FITS THE CRIME

In addition to putting more officers on the streets, we need to back our police officers, prosecutors and judges by providing for swift and severe punishment for violent, chronic offenders, as well as certain and appropriate punishment for all who commit crimes. The pending Crime Bills provide many of the necessary elements of improved punishment:

—Creation of a targeted "three strikes you're out" provision focusing upon the repeat violent offenders who commit so much of the crime that plagues our communities and establishing the principle that those who will not stop preying on our communities will not be released back into those communities;

—Helping the states to expand correctional and detention space necessary to insure that no violent offender is ever released early for lack of a prison or jail cell;

—Reestablishment of a workable, constitutional death penalty for the most heinous crimes; and

—Fostering creative intermediate sanctions, such as boot camps, that provide first time offenders with both punishment, so that they can learn that society will not tolerate criminal behavior, and the education, training, discipline and treatment, when necessary, that can enable them to take advantage of the opportunity to begin anew.

PREVENTION

The crime bills that will soon be reconciled in Conference will put more police on our streets and provide swift and severe punishment for violent offenders. But, it will also steer young people away from crime and drugs, giving them instead, as the President has said, "something to say yes to."

The bipartisan consensus that is developing over the need for prevention programs provides us with both a great opportunity and a great responsibility.

We have the opportunity to develop and nurture crime prevention programs for young Americans through employment, recreational and educational opportunities.

We have the opportunity to break the cycle of violence—a cycle that so often begins with children seeing violence against their mothers by family members—by doing something serious about domestic violence and other forms of violence against women.

The Crime bills passed by the Senate and House contain numerous programs which take advantage of the opportunity presented by the growing consensus that we must seek to prevent crime.

I would like to highlight briefly some of the prevention programs in the crime bill:

—The President's Youth Employment Skills program "Y.E.S."contained in the House bill will give young people something other than crime to say yes to by providing employment and skills to young people in hard-hit, high crime areas. The young people of America want to be involved. They want to contribute, and to work to build a better future for themselves and their families. This very special, highly targeted crime prevention program will give them a chance to do so. We believe that this program should be funded at $1 billion.

—The Ounce of Prevention programs, sponsored by Senator Dodd in the Senate Crime Bill and also included in the House Bill, can provide, with some adjustment, a terrific mechanism for coordinating and effectively integrating the delivery of the federal government's new youth development and youth oriented crime prevention initiatives. These Ounce of Prevention Programs, which include YES, would include among other things, programs to establish community centers in the schools for after hours and expand other after school activities, such as Boys and Girls Clubs, that keep kids safely off the streets. It will also cover substance abuse treatment and prevention programs authorized in the Public Health Service Act including outreach programs for at-risk families.

—The Police Partnerships for Children program in both the Senate and House bills encourages police officers to become involved with children and family services agencies to divert at risk children.

—Drug Court programs which will support intensive court supervision of drug dependent defendants to provide the carrot-and-stick approach that can help them beat their addiction.

—The Gang Resistance Education and Training program ("G.R.E.A.T. ") which has already proven its success, will help kids fight the allure of gang membership.

Prevention programs make sense, and are a critical part of any balanced attack on the crime, violence, and drug abuse that plague our cities, towns, neighborhoods, and rural communities. However, in order to insure that these programs both have meaningful impact and are cost-effective, we must insist that they be coordinated and integrated and that we have the flexibility and tools necessary to avoid duplication and wasted effort.

With this in mind, let me specifically discuss the importance of the Ounce of Prevention programs. The Administration strongly supports the creation of an Ounce of Prevention Council. One of the goals of this Administration in its anti-crime agenda is to eliminate the turf wars amongst the Federal agencies. A strong Ounce of Prevention Council will reduce duplication, waste and bureaucratic infighting by coordinating the various youth development and crime prevention programs in the bills. This Council is also essential to insure that money we spend on crime prevention is spent well. To achieve such a strong Council, we recommend some revisions that we believe are necessary to facilitate better administration and coordination of certain of the proposed youth-oriented prevention programs contained in the House and Senate crime bills.

Specifically, the Administration recommends that the President be authorized to designate the chair of a slightly reformulated cabinet level Council. The membership of the Ounce of Prevention Council should include the Attorney General, the Secretaries of the Departments of Health and Human Services, Housing and Urban Development, Labor, Education, Agriculture, Interior, and the Director of the Office of National Drug Control Policy, and one or more other officials as the President may deem appropriate.

The interdepartmental Council should be authorized to help maximize the impact of the crime bill's youth oriented crime prevention initiatives through collaboration and consultation with other agencies and entities, coordinated planning, development of a computer-based catalog, technical assistance, and other program integration and grant simplification strategies. The Council's direct funding should be authorized at the House level. Furthermore, we recommend that the Council be authorized to accept and to help administer specified related program funds upon request by the relevant agency. We look forward to working with members of this Committee and the Conference Committee to implement these revisions.

The activities to be supported by the Ounce of Prevention are simple and workable. Let me give you one example: the Community Schools Initiative contained in the Ounce of Prevention. Children face the greatest risks after school, on weekends, and during school vacations—when they are idle and their parents are at work or not around. It is during these hours that kids fall prey to drugs and crime. A recent study found that eighth graders who were unsupervised for 11 or more hours a week were twice as likely to abuse drugs or alcohol as those who had adult supervision. Boredom and isolation may also be the best recruitment devices that violent gangs have.

Through recreation and organized sports and other activities, young people can develop self-esteem, learn to play by the rules and experience the thrill of playing fair. We have resources available in every neighborhood, now, to use for this purpose: $250 billion worth of public school buildings and facilities. The problem is that these schools are generally open only seven hours a day, and often for only 180 days a year. These valuable classrooms, gymnasiums, swimming pools, libraries and other facilities are off-limits to our young people most afternoons and evenings.

If we keep these schools open, they can bring the community together and provide the space for activities, learning and a safe place to be a kid. The Community Schools Initiative of the Ounce of Prevention Program will provide grants to communities across the country to develop and implement an after-school plan for their youth, drawing together parents, clergy, social workers, teachers, youth groups, community and business leaders and local officials.

Unfortunately, many of the poorest communities—the very communities that need after-school programs the most—do not have the resources to put these programs in place without our help. That is why the Ounce of Prevention's Community School's Initiative is so important. It targets grant funds to those neighborhoods where many families live below the poverty line and there is a high rate of youth violence.

The Community School's Initiative is just one example of what we can do with the Ounce of Prevention programs. It demonstrates that crime prevention ideas are there waiting for us to act.

CONCLUSION

Thank you again for the opportunity to appear before the Committee to discuss the Administration's view on the crime bill prevention programs. The crime bill includes the largest, most comprehensive violence prevention programs in our Nation's history. It is time to move forward and take advantage of the opportunity presented to us by sending a crime bill to the President.

Senator DODD. Let me just quickly say, with your leadership—it has been so refreshing to have an Attorney General who fully understands the importance of apprehension, adjudication, incarceration which are critically important for any successful criminal justice system, but who quickly adds to that formula the prevention aspects to this and gives equal weight to the significance of that effort in terms of being a crime preventer.

So I cannot tell you how refreshing and hopeful I find the direction and the support and backing that you provided during these months of discussion as to how much, when and where, and how it can work. Let me just quickly say that with regard to the ideas and suggestions and how mechanically to make the council work, we will do everything to be cooperative and assist you in that effort, because obviously, you are going to be asked to make it work. So it is very important that we have your involvement.

Let me just ask one question and turn to the chairman of the Full Committee, Senator Kennedy, who has joined us here. It goes to the point you raised already. I left this chart up here. I was sort of stunned by it myself. I thought there were probably a few programs, so there was some duplication. We had heard of this now famous dinner that Mary Wright Edelman held at her home where people from across the country came and we discussed various ideas. One of the things that came across loud and clear that evening to me was how many different places you could apply and where you might win in one department and lose in another or lose in three others, so you may have made seven grant applications for a particular program.

In fact, here is a list of all the various programs we have. This goes on for 75 pages. You pointed out the frustration of someone in Dade County having to work with all these programs. I would like you just to address a bit further, is that going to create problems? I mean politically, if you start talking about an Ounce of Prevention Council, it will have more of a say as to what programs fly and do not fly; is that going to be a real difficult problem?

Attorney General RENO. I do not think it will be a problem politically, but I do not think politics in that sense belong in it. I think we have got to get rid of the turf battles, the politics, and we have made some great inroads. HHS, Education, Labor, HUD and the Department of Justice have formed together in a comprehensive program that we have started to see how it can work in Denver and the surrounding areas, in the State of Nebraska, in Washington, DC, and Atlanta, trying to see what we can do as we bring our agencies together.

I think it is so important that we recognize and you all understand it, but every city, every community is different. In one area it may be, such as Nebraska, where you have a large rural area, but crime is a rural problem as well. You have got to be able to work with communities that understand their needs and resources far better than somebody sitting in Washington. And then we have got to understand that one community may have a great private, not-for-profit group, so we do not need a particular source of funding.

But if we could form that partnership between these Federal agencies, working through the Ounce and the communities, fitting the pieces together, community-by-community, we can make a difference. It is a big challenge. But I think that is what federalism is all about. And I think the Ounce, working with my colleagues on the Cabinet, I think they would welcome this opportunity.

Senator DODD. I agree as well. Let me turn to the chairman of the committee for any comments he may have or questions for the Attorney General. We have been joined by our colleague from New Mexico who is one of the authors of this as well, and I will turn to him in a minute. Senator Kennedy?

The CHAIRMAN. Thank you very much, Mr. Chairman. As always, Senator Dodd, as the chairman of the children's caucus, helps this institution and our committee to give focus and attention to the needs of children. He has been doing that for a long period of time. This hearing is enormously appropriate, as we move on in to the consideration of the crime bill conference.

I want to just share with our friends, at the time when General Reno testified before the Judiciary Committee for her position on the nomination and reviewed with us the intervention programs that she started and initiated as a prosecutor in Dade County, Florida, and the importance of those programs. As the chairman, and others have pointed out, we have a General who is strongly committed to dealing with the issues of violence and those individuals who bring violence in terms of our society, but also someone that has a keen awareness and understanding of the prevention aspect of it.

I, for one, am enormously impressed by those good works and the support. As she understands so well, you find those children that repeat a grade, whether it is first, second or third grade, twice or three times, you are looking at a drug addict. You are looking at someone that is going to fall on dependency in terms of welfare. You are talking about the teenage mother and someone that will never complete the schools. That is why we have enjoyed working, not only with the Justice Department, but also with Secretary Shalala with the Head Start program that reaches out in terms of the support services for the expectant mothers, parenting service, early interventions, in the extension of the Head Start. We will be marking up the Chapter One program later on to tie that into this and continue to support our services for the first 3 years in school and also to try and encourage the President's National Service program to begin even at the kindergarten age to begin to get children involved.

It is an interesting fact that 70 percent of the teenage mothers become pregnant between three and five in the afternoon. It just reiterates this point about those individuals who do not have the recreation, do not have the counseling, and do not have the kinds of continued support during the course of the day. So I think that this is enormously powerful testimony. The strong support that she has given in terms of the conference with the higher figures in the areas of the prevention is something which is enormously important, not only for us to hear, but for all the members of the conference to hear.

So I just want to thank you very much, General. I want to commend you for all of the work that you are doing in this area. I am just wondering whether you might identify, when you were up in Boston, I know that you were impressed in these community policing programs with the Ed Burley kinds of interventions in terms of young people that are involved in gangs and involved in the past in inappropriate behavior. I am just wondering what you would like to see in terms of your own department in terms of the giving encouragement to some of the programs that you have identified and succeeded. If you might share with us some of those, whether it has been with the young in school or otherwise, that you think have been particularly effective?

Attorney General **Reno**. I mentioned the Dorchester program as an example.

The **Chairman**. I do not want to be a name dropper. I was trying to get Judge Breyer around a little bit. The only good excuse I have on that, but I appreciate it.

Attorney General **Reno**. But it is so important. Let me give you an example because Dorchester is an example. But at home we had a program in an area where there was a gang. I think, the young people talked earlier about gangs and what can we do about them. This gang was called the Ninja Turtles and there were some young adults and some youngsters just about to get into it. We developed a team composed of a community friendly, highly respected, police officer, a public health nurse, a social worker and an organizer. The community said we want them to start in one particular neighborhood. They so successfully reduced crime, eliminated the gangs, and started addressing family problems as a whole, that it made such a significant difference, that the police wanted to replicate that team in other areas.

You have done the same thing in Dorchester. It is exciting to see what happens when parks and recreation people, social workers, youth, all come together. And it is not just the team doing it, it is the team reaching out to the young people, to an elderly person who feels too afraid to come out. But once she is not afraid, comes out and helps with the youngsters. It is so exciting to see a community come together as they have in Dorchester.

Let me point out one thing. You mentioned the National Service effort and starting young. This Saturday, I went to an elementary school that I have adopted here in the District of Columbia. A law firm had spent all day painting, planning, fixing up that school, and I go to that school regularly. The difference was extraordinary. But what was so extraordinary were the great number of children from that school who were shoveling and digging and carrying dirt and painting and cleaning up. They were wonderful. To involve children and to make them feel like they can make a difference is so important.

The CHAIRMAN. That is why we are enormously impressed with you and your leadership in the Justice Department. Thank you very much. I appreciate it, Mr. Chairman.

Senator DODD. Thank you. Senator Wellstone?

Senator WELLSTONE. Attorney General, I will be brief. We have other colleagues here and you did something earlier, for my colleagues who just came in, which I think was unusual and says something about you very much in the positive which was when the students were testifying and Senator Dodd had asked the Attorney General whether you wanted to come up before we put questions to them and she said no, she was going to wait; that they were the important panel. So I do not want to hold you much longer.

I commend you in all the ways that my colleagues have and I appreciate your testimony. One thing that is not in the written testimony, although you had mentioned it to me, was this focus family violence. Senator Bradley made a point there was in a column in the New York Times on Sunday, Bob Herbert wrote it, in which Senator Bradley had spoken and he had said, all too often the least safe place of all is the home.

I just want to sort of make an appeal to you and ask for your support. In conference committees we talk about the crime bill. There are two provisions that came out of the Senate. One was for child safety centers, not much money in this overall crime bill which would mean that there would be a safe exchange of children. Quite often that is where the violence takes place. Or where there has been a history in a family, Attorney General Reno, where physical or sexual abuse, children still love their parent or parents, but for them to get back together with some supervision. We passed that in the Senate and we really need to keep it in the conference.

The other issue that I have to raise with you and I hope we can get your support, and this is something Senator Bradley maybe interested in as well. We passed an amendment which said that if someone has been convicted of an act of violence against the spouse or a child, that person should not be able to have a gun. I mean for many women and children, the difference between abuse and death is the gun. Interestingly enough, the Attorney General knows this, in all too many States, if you were to beat up your neighbor's spouse, it would be a felony. But if you were to severely beat up your own wife, it is a misdemeanor. I mean if it is a felony, we take away people's guns anyway.

So this is another one of those measures of beginning to get some of the guns out of communities. Also, when there is a restraining order and we passed that in the Senate, and I hope we can get your support in conference committee. If you talk to groups and organizations of women and others that have been struggling around these issues, they will tell you this is so important. So I hope we can get your support in conference committee in these two measures.

Attorney General RENO. You have touched on the whole issue of family violence and I think it underscores a larger issue; that is, we talk about children. We have got to talk about children and their families. And as we give children a future, the best caregiver of a child is a strong family. But one of the things that I think you have done through the extension of Head Start, as I understand it and I am not an expert on the area, is moving it into the earlier years. But providing in certain situations for home visits, so that the family can become involved and that we can address family problems and parenting skills, and most of all family violence.

I have asked the Department of Justice to do everything it can in terms of expertise and technical aspects. We will review both provisions and do everything we can. But I foresee as we talk about conflict resolution, we have got to talk about it in the family context. It will do no good to teach a youngster, as for example through Nehme's program which is so important, to resolve conflicts without violence, if that child goes home everyday and see violence in the home.

One of the exciting things though, Senator, is when I first started as a prosecutor, I got nobody interested in domestic violence. I was recently in Iowa on a 15-city and town hookup and about seven out of the 15 identified family violence as the number one problem.

Senator WELLSTONE. And in Minnesota, just to finish, it is mainly, as you well know my wife, Sheila, that has been doing the work, but it is not just inner-city; it is suburb; it is rural; it is small town. And you go to small town rural areas in Minnesota and 200 and 300 people show up at a time and the nice thing about it, the really good news part of it, is it is no longer just women. Men who care about this; law enforcement; clergy; you name it. So I do think it has to be a part of it. I will do follow-up with you, as you well know and try and get your support because I do not want this to be put in parenthesis. And we talk about, well we have got some of these guns out of the community and then we just leave this piece out.

Thank you, Mr. Chairman.

Senator DODD. Let me just underscore—and my colleagues have heard me say this—that I have a sister who teaches in the largest inner-city elementary school in the State of Connecticut and she would tell you that these children are far more frightened to go home at night than they are to come to school which is exactly the opposite of what most people recall that experience like. Home was the safe place; school was a bit scary or frightening and yet for these young children, the violence at home is very, very intimidating.

We have been joined by our colleague from Utah and we have got our two colleagues from New Jersey and New Mexico with us as well. Senator Hatch, we appreciate you coming by.

Senator HATCH. Thank you, Senator Dodd. Welcome, General Reno, we appreciate your appearing before this committee. If I could just ask a few questions. One House crime bill program is to Local Partnership Act which provides $2 billion in revenue sharing to State and local governments for education to prevent crime, drug treatment to prevent crime and job programs to prevent crime. How this money is spent is covered in less than 50 words. Yet the funds are distributed among the States and cities pursuant to a 17-page formula. This formula favors those jurisdictions which have taxed the most, have the highest unemployment, and resultant low income levels. In other words, tax happy cities which have done a poor job of governing are rewarded with a Federal pay check which they can put toward any social spending program they choose to call "prevention."

Another program the Model Intensive Grant program authorizes $1.5 billion in grants to be distributed by the Attorney General to fund up to 15 model programs for crime prevention in chronic, high intensive crime areas. The criteria for the programs were extremely general and allow spending on anything that can be remotely tied to crime prevention, however tenuously, including spending money on public transportation. Now I favor spending some money on realistic crime prevention programs. But should not these two House provisions which just slapped a crime label on these very general, vague, social spending programs in order to justify their presence in an anti-crime bill, be dropped in the final bills sent to the President?

Attorney General RENO. I think what we should do, Senator, is work through conference to take the best in both the Senate and House bills and blend them into a comprehensive prevention program that will address the needs of these young people described earlier today and to do it in way that people can trace the funds, understand it, and hold people accountable. And I look forward to working with you in that effort.

Senator HATCH. Thank you. But if we are going to do that, it seems to me these are kind of 1960's great society type programs, it appears to me. Why not take the money out of the existing Labor Department or the Health and Human Services, rather than out of the Crime Prevention bill. Those are the things I just wanted to kind of bring to your attention.

Attorney General RENO. Senator, what the young people and what so many people are saying is that we have got to focus on this area of prevention and work together to come up with something that can make a difference. We see so many programs working in the country. Others could work better if they had the moneys. Our challenge, I think, will be to use the creative energy of communities—communities such as Salt Lake City where you directed, communities that are putting together remarkable programs with shoe strings that could build so much, if they had an opportunity to have a real partnership with the Federal Government. I think people, certainly the people in Salt Lake City would be accountable and I think it would be the same around the Nation.

Senator HATCH. I cannot disagree with what you are saying. It is just that I am concerned about some of these programs, just being other programs that really are not going to do much on crime prevention. But they are going to spend a lot of money and they may not be putting the moneys in the areas where they can best be utilized. For instance, both the House and the Senate crime bill establish the Ounce of Prevention Council. Unfortunately, neither bill vests the Council with the authority to ensure that the crime bill myriad of prevention funds are alloted to the States in a fair and responsible manner. Indeed, some of the proposed programs are ministered by you, as Attorney General, others by the Secretary of the Treasury, some by Secretary of HHS, and others by the Labor Secretary.

Would you support vesting with the Ounce of Prevention Council in which all these Cabinet officers will sit—the responsibility to ensure that all of the final crime bill's prevention programs are allocated fairly to the States in a fair and efficient manner?

Attorney General RENO. I think we need to make sure that they are allocated fairly to communities, to States, to rural areas, to every place throughout America in a way that can produce results.

Senator HATCH. So in a fair share type of a way that would help the various States to get it done?

Attorney General RENO. In a fair share way to get the job done.

Senator HATCH. One last question. The Judicial Conference is considering changes to Rule 16 of the Rules of Procedure. Rule 16 governs the discovery and inspection of Government evidence in criminal cases. The criminal defense bar has been working with the Judicial Conference to expand the rule to require disclosure of defense counsel Government lists, witness addresses and Jenks Act statements; that is, statements by potential witnesses that are in the Government's possession prior to trial.

Such a rule change would essentially require that the Federal prosecutors provide defense counsel with their case in chief prior to trial with no reciprocal requirement on the part of the defendant. The threat that this poses to potential witnesses is obvious. Defense attorneys are going to discuss this information with their clients in formulating their defense. As a former prosecutor, you are well aware of the kind of witness intimidation and obstruction of justice which can occur when criminal defendants know the names, addresses and prospective testimony of potential witnesses prior to trial, notwithstanding any procedural protection, such a rule change might afford witnesses.

I believe that a change in this area will have a chilling effect on witness cooperation. And it is my understanding that this is a paramount concern among Federal prosecutors. It will become common knowledge that the Government will be required to disclose witness names, addresses and statements to defendants. And although the Department has taken a public position and opposition to the formal rule change, it is my understanding that the Department is reconsidering its current policy in this area nonetheless.

My office has been informed that at the highest levels "of the Department that they are seriously considering new prosecutor guidelines which will require such disclosure." Is it true that the Administration is considering such a change in policy, and if so, how will such a change of which prosecutors are widely critical, enhance the Department's obligation to enforce our Nation's laws?

Attorney General RENO. Contrary to prosecutors being widely critical, most prosecutors in the country now provide information when they do not feel that there will be any threat of intimidation. And we are just trying to make sure that it is done on a consistent basis, consistent with making sure that there is not the basis for intimidation. But most prosecutors now provide the information because they realize that it will facilitate the prosecution of the case.

Senator HATCH. Thank you. Thank you, Mr. Dodd.

Senator DODD. Senator Kennedy wanted to make a comment.

The CHAIRMAN. I am sorry that I missed the testimony of Nehme Abouzeid from Weymouth, MA. I see him out in the audience now. I understand he did a great job educating his peers and community and I am pleased the committee could hear from him this morning and want him to know that we desire to see the anti-violence curriculum in schools take it very seriously. We have taken some steps in the Goals 2000 bill to support local communities in their efforts and I hope we will do more in the ESEA and the crime conference. But it is a very constructive and positive suggestion and I am grateful to him for it and I look forward to it.

I just want to mention that we will, Mr. Chairman, have Robert Lewis from the Boston Housing Project who will be here and hope to catch up here on the National Service and what is happening in Boston there.

Finally, I will just tell the General, I hope the Administration is going to stick with its position on grazing fees and mining fees, as well. And that they are going to get a fair share for the payment of timber investment for the American taxpayers and that the savings of those are going to be distributed fairly, as well. I know that is not in your particular jurisdiction, but I think we all understand that what is sauce for the goose and sauce for the gander. I think you have made a very strong commitment to ensure that scarce resources are going to be targeted in places where they are going to do some good and there is going to be careful accountability and careful attention to these. I think the taxpayers expect. Anybody that knows your past administrative abilities and how you have done those can be assured that that will be the case. But I am grateful to you for your——

Attorney General RENO. Senator, my mother said that I always talked too much. She taught me never to talk about things I did not know anything about and I do not know anything about grazing fees. [Laughter.]

Senator DODD. That is the wonderful thing about being chairman here, sitting between Utah and Massachusetts here. Those in the audience are wondering how grazing fees got into this whole discussion.

The CHAIRMAN. Now that you raised it. [Laughter.]

Senator DODD. Does Senator Domenici understand what he is here to talk about? General, thank you very, very much for your testimony.

Attorney General RENO. Thank you very much.

Senator DODD. Let me invite our two colleagues to join us here and we thank them immensely for coming by this morning—Senator Bradley of New Jersey and Senator Domenici of New Mexico. We are joined by Senator Danforth, I believe, and there may have been several others in the introduction of the Community Schools, Youth Services and Supervision Grant Program Act of 1993. It was all part of this effort last fall as we considered the crime bill and I want to thank both of you for your efforts and your willingness to come by this morning and to share some thoughts with us.

Your staffs, I think were here and had an opportunity to listen to these young people who just offered terrific testimony this morning about the various programs that they are involved in and asked us some questions about their concerns as well. So we thank both of you for coming here this morning. I do not know how schedules are going, if you have agreed either way. Bill, we will start with you.

Senator DOMENICI. Mr. Chairman, I think we both have schedule problems, but I understand Senator Bradley, nor I, are going to take a lot of time. So I will yield to Senator Bradley to start.

STATEMENTS OF HON. BILL BRADLEY, A U.S. SENATOR FROM THE STATE OF NEW JERSEY; AND HON. PETE V. DOMENICI, A U.S. SENATOR FROM THE STATE OF NEW MEXICO

Senator BRADLEY. Thank you very much, Mr. Chairman, and thank you, Senator Domenici, for yielding. Mr. Chairman, I would like to begin what I want to say here today with a poem that I got from a 16-year old Camden, New Jersey. The title of the poem is called "Riot at East Camden Middle."

"The riots start after the basketball game, hallway, outside East Camden Middle School gym. Unknowns fighting two eight youngsters. And unknown get up in the two eight face and then it is knives, razor blades, black eyes, busted noses, blood all over the halls, girls screaming, crying, people stepping on each other to get outside, 50 to 100 people fighting. Crazy. War inside the school. And even fists and knives is not enough. Guns. Someone duck out to get the guns. Bullets spraying the crowd out in the parking lot. Three girls, two dudes get shot that night. I carry my gun every day."

Mr. Chairman, that is the circumstance for too many young people in America today and that is the circumstance that we have to change. When the crime bill came to the floor last fall with $22 billion available for prisons and police. A number of us became concerned that they were not doing anything to get to the fundamental forces behind the epidemic of violence among the disaffected, forgotten, angry and lonely young people that were in Camden East Middle School.

Earlier last year Senator Danforth and I developed legislation called community schools to give every neighborhood a physical place and a support system for kids who need safety—a library, a quiet room, a support system for kids generally—a gym or a mentor. In the crime bill we join with Senator Domenici and with you, Mr. Chairman, and we crafted that bill into an amendment specifically designed to address crime and violence among young people.

One of the great outrages of our cities is that the one public building that is part of every neighborhood and every family's life, the school, bolts its door tight at 3:30 in the afternoon and every Friday for 48 hours and all summer long. During that time, kids whose parents are not home often have no safe place to go and no one to help them with homework, sports, or the basic questions about growing up. Some kids are growing up on the streets; others are being raised by violent television.

If we look at what a few dedicated people have done, I think we can find an answer here. In Newark, New Jersey, it is the Boys and Girls Club of Newark. In East Orange, New Jersey, it is the local YMCA that is transforming itself into a safe haven for young people after school. And in Washington, DC, it is a former executive named Ken Amos who gave up his career to give his full attention to the 50 or more kids who come to his home every afternoon for help with homework and guidance.

Meanwhile the school buildings, with their gyms and libraries, nurses offices and auditoriums, are shuttered. Community schools would provide basic funds to open the schools after hours for purposes that the community chooses. Partnerships made up of community organizations, local governments, employers, law enforcement, residents all would apply for funds to keep the schools open after hours in these neighborhoods with high crime rates. Community partnerships would develop programs for themselves but adult and peer mentoring and academic and recreational activities would have to be part of every local community school program.

For young people, there must be not only swift and certain juvenile justice, but also progress that offer both a safe place and constructive activities. Adult mentors do not have to be idealized role models, but can be anyone who is willing to help a young person understand the world of work, help a young person answer questions, help a young person with research for a homework project, or teach a new skill. Recreational activities need not be limited to sports—basketball or football, but should also include anything that will interest and excite young minds—a neighborhood glee club, a neighborhood debate center, a neighborhood discussion group about insects.

Community schools in the Senate version would be administered by, as you well know, as the author of the Ounce of Prevention Council, an initiative for which we really thank you, and be led by the Departments of Justice, Health and Human Services, and Education. The funds would go not to school systems, but to the kinds of community groups that are already striving with few resources and no help from Government to build a better life for their children. The point of community schools is not to burden schools or teachers with a new responsibility or to funnel new funds to school bureaucracies. Teachers have their hands full from 8:30 to 3:30 with the educational functions of the school and those who are dedicated to the job who have put in a full day when the last bell rings. After 3:30, we want that school building to belong to the community to use as it sees fit for its children.

Mr. Chairman, the House version of the legislation differs in important ways from the Senate version, as I know you are aware. It puts the program under the Department of Education and allows the funds to be used during school hours. I believe that to keep the focus on crime prevention, the Senate language is much more appropriate. However, the House authorization is for $230 million which is a little more than we have, and that is $230 million a year for 5 years. So I hope we come out a little bit closer to the House in that area of the bill.

Mr. Chairman, I want to thank you and Senator Danforth again for his continuing involvement in this initiative, along with Senator Domenici, Senator Dodd and Senator Kerry. It is a pleasure to be here today with Senator Domenici who also has some innovative ideas that are part of this whole project. I hope you will not mind if I have to leave at this stage, but I do appreciate the chance to offer my words on community schools and applaud your own effort.

Senator DODD. Thank you for that. I found that poem tremendously compelling. Let me just tell you that we are marking up the Elementary, Secondary and Education Act in which we are going to put $500 million in for the safe and drug-free schools. That is a legitimate area for them. There is no reason why we should take these funds, which as you properly point out, to deal with other issues and complicate that matter. I agree with you entirely on your concerns. I expressed that in front of Senator Biden when he had a hearing on the same subject matter as well. I think Senator Domenici was there that day too. We will join forces certainly to see to it that Senate language prevails in that area. Thank you.

Pete, thank you for coming over and thank you for the work you have done on this.

Senator DOMENICI. Mr. Chairman, Senator Wellstone, I have a statement I would like to make a part of the record.

Senator DODD. It will be included in the record.

Senator DOMENICI. Let me first tell you something that I am worried about so you will, as a committee have advance understanding of this. Frankly, I do not know where we are going to get the money under the allocations by the appropriators for any of these programs. Actually, the House allocations under the 602(B) do not allocate the so-called $22 billion at all. Second, there is literally no room in the allocation for anything significant that is new. And the way the President structured his budget, there is $400 million in fees contemplated that are not going to occur in that subcommittee that is supposed to pay for these; that is, Commerce, State, Justice.

But I am getting very worried that we are going to once again produce a very, very heavy rhetorical authorization bill that everybody can talk about but that when the time comes to find the money, there might not be any, and then I will be most objective about it. If you took all of the $22 billion that was allocated in the original Byrd trust fund and assume that was worked into this bill, we understand the House did not pass that in their crime bill. We did. But let us assume that it gets passed. The actual reality of it is that that yields $700 million in new outlay money in the first year.

For all of next year, that $22 billion yields $700 million. Now we already have heard either through Senator Hatch going back on some of the provisions in the House bill or each of us commenting on what we hope will be in it. We have heard numbers that are six, eight, 10 times that $700 million. So I am very hopeful that you will use your ability to influence that conference to make sure we stay focused, because I do not think the crime bill is going to mean very much if we have a couple of new major education programs in it. I think you ought to take those in your new authorization and do what you can with reference to education money that is available.

But I believe the crime bill will be subject to great criticism if it is just a very large increase in expenditures, either in the education field or otherwise. Everyone here and clearly the predominant Senators are all for tougher crime prevention. Clearly we are all worried about the inability of the youth criminal codes of our States to do the job in today's market. I mean if there is one thing Americans sense with great, great majorities, is that that criminal justice code for most States is ancient and we are not dealing with the kids who really are hell bent to commit serious crimes over and over again.

I understand we have heard from some wonderful young people from our schools who talk also about being a little tough on the criminals, but making sure we help those who are trying to be good citizens and to grow up in a better environment. And I think we ought to make sure the crime bill focuses in that way.

Having said that, I was very pleased to find, Mr. Chairman, when I went to the floor to negotiate with Senator Biden and Senator Hatch about a community school and community-oriented prevention program which would utilize the abundant spare time of our young kids and young adults, by building community programs, using those people who are doing it so well already, but have no resources and do not have the prestige of having a major community effort involved.

We all know now of examples where when our young people are given constructive things to do in the afternoons after school, in the evenings and on the weekends, in an organized manner, be it sports, be it recreation, be it tutoring, be it arts and crafts, but with adult supervision and that means colleges helping with their various classes that are involved, getting those kind of people involved. It means chamber of commerce where they have youth involvement of getting all of those built into a unified effort, and that is what we wrote in this bill. We wrote your Ounce of Prevention. We wrote a measure that says let us have a grant program to communities that commit total resources, including people organizations to the utilization of public facilities for after school and weekend activities for young people.

Now we only put $100 million a year in. We are hearing huge numbers—a billion and a half for some program for education-oriented crime prevention. Frankly, if you want to pick a program that ought to be increased and focused on, it probably is the Community Youth Schools Support and Supervision Grant program in the Senate bill. Your part of it—it has got part of your language. It is supervised by your Ounce of Prevention, Mr. Chairman. Cabinet group, which obviously these charts indicate that we have got to have more coordination between the various activities of the Government. They are spread in very many Cabinet positions and

Cabinet activities, and we ought to start focusing on it. This bill would permit that.

And also, we have clearly added another approach that is exciting, and that is to bring the United States Olympic, Amateur Olympic Group, into these communities. Not a lot of money, but to create centers where they can join in the enthusiasm for discipline and for the development of skills built around consistency and performance with adult supervision. That is an exciting thing, too. This is not a big ticket item in the scheme of things. If we could get for all three of these programs, $250 million a year, we would begin to make a dent, I believe, because the ripple effect is enormous. If a community got $5 million, the program really may be worth $15 or $20 million to the kids, because first of all we use community buildings. You can count on it. The school boards are going to require that we hold them harmless. We are going to have to pay for extra insurance, but we ought to do all of that.

But then you are going to get adults, many adult volunteers. They are going to be invaluable by the time you are finished putting one of these community programs together. You will have the YMCA, the YWCA, and everybody joining. Then if there is a university or college in the area, they will join. So $5 million to a community may build a $15 or $20 million effort at after school and weekend organized, both fun and educational activities for our young people. Now I believe that should be in a crime bill. And I am very pleased that a number of Republicans, such as Senator Danforth, Senator Stevens, myself and others have stepped forward and said, if it is focused in this way, it belongs in the crime bill and should be paid for with crime money.

Frankly, I am more concerned about an over-emphasize on other programs which will leave no money for this kind of effort, especially since we are going to have limited resources in spite of that high sounding $22 billion five-year program.

So thank you very much for listening to us. I hope you use your more than effective strengths with the Judiciary Committee to make sure that we come out of this with something really good. Thank you, Mr. Chairman.

Senator **DODD**. Pete, thank you immensely. Senator Stevens, who was the prime mover on the Olympic issue, should receive attention. The police partnership for children is another element of this which has been a very effective program.

Senator **DOMENICI**. That is Senator Kerry's.

Senator **DODD**. Yes, we worked with him, as well. So there have been some terrific ideas brought together here and obviously you know the budget process well and you know the very legitimate concerns that have to be addressed. We were watching today some of the faces of these young people. As expectation increases in our ability to get some of these things done, they will depend upon us being able to deliver effectively. And not to mention—I think it needs to be stressed, as well—you mentioned the buildings and those sort of things, but the private sector contributions, the State, the local governments, United Ways, these resources all come to bear. Even a modest commitment on our part becomes the centerpoint for which other resources could be brought in to make these programs work. So it is very important. And I agree, I think even a modest amount would get us on the right track.

But it has been a pleasure, as it is in so many issues, to work with you and to see, as people ought to be able to see, that these are kinds of things where, regardless of whatever differences people have, Democrats and Republicans care about these issues, understand the importance of increased police and prisons, but also understand as our police officers will tell us, giving these kids an alternative to a life of crime may be the best crime prevention in the long way.

It has been a pleasure once again to be involved with you. Thank you, Pete.

[The prepared statement of Senator Domenici follows:]

PREPARED STATEMENT OF SENATOR DOMENICI

Chairman Dodd and members of the committee, I am pleased to testify at your hearing today on youth crime prevention. I'm here to talk with you specifically about a bipartisan initiative in the Senate Crime Bill, developed thought the efforts of myself, Senator Danforth, Senator Bradley, Senator Dodd, and Senator Stevens. The Community Schools and Olympic Youth Development Centers program.

I know that I will be preaching to the choir because of your longstanding commitment to these kinds of efforts but to the extent that you will be involved with the conference committee on the Crime Bill, I ask for your support for this program.

Briefly, the Community Schools piece involves grants to local consortia to establish after school, weekend, and summer programs for children involving sports, academic-related, and other extracurricular programs.

The Olympic Youth Development Centers piece would provide a grant to the United States Olympic Committee to establish at least one program center in each state to provide athletic opportunities with an emphasis on character development.

The Community Schools piece was funded in both bills, the Olympic Centers—only in the Senate.

In my preparation for the Crime Bill debate I was astounded to learn that in my home state and across this nation, public facilities, such as public schools are not in use during non-school hours as they were 15 or 20 years ago.

At a time when youth are suffering in this country from not having adequate adult supervision and interaction, not having enough to do in their spare time—we have the public facilities being used less rather than more.

When it became apparent that a sizable trust fund was being created to fund programs such as 100,000 cops on the beat, new prisons and the like, I thought we ought to spend some money on preventing crime—rather than wait around until our young people get into trouble and spend taxpayers dollars after the fact.

As I began speaking with my colleagues about this idea, I found that Senators Danforth and Bradley had a very similar proposal that already had a good deal of bipartisan support and Senators Dodd and Kerrey had proposals as well. We joined together and I think are proposing an exiting federal-community-based partnership for the youth of this nation.

Because of the unique structure of the program, law enforcement will coordinate their efforts with educators, business leaders, clergy, youth serving organizations and others to provide protection and encouragement for the positive development of young people.

With regard to the Olympic centers, the United States Olympic Committee is enthusiastic about this opportunity and has the reputation, experience, and prestige to make it a success. What's especially important about this part of the program is that the USOC, traditionally focused on elite athletes, will apply their great energy to developing the minds and bodies of all at-risk children, regardless of athletic ability or disability.

The problems of our young people turning toward delinquent behavior are everywhere, not just in major U.S. cities. In New Mexico for instance, police in Albuquerque have documented the existence of 155 gangs with estimates of 6 to 7,000 members. We must try to address this crisis on the front end and I appreciate the efforts of the Senators on this Committee.

Senator DODD. We will now turn to our last panel, the patient panel, as we always say. The people who have had the opportunity

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to listen to all of this. Our witnesses, I will ask them to join us, as I tell you a bit about them. Angela Blackwell is the Executive Director of the Urban Strategies Council in Oakland, California, as well as the regional coordinator for the Black Community Crusade for Children, Children's Defense Fund Initiative. Ms. Blackwell's goal is to make children healthy, safe, well educated and moving toward economic self-sufficiency as they become adults. Angela, it is a pleasure to see you again. I had the opportunity to first be with you many months ago now at our mutual friend's home where a lot of these ideas were sort of reframed in a piece of legislation.

Robert Lewis, Boston Housing Project, is a Community Program Director and Street Worker. His program works with gang and violence prevention and intervention. Mr. Lewis will bring a crucial perspective as someone who works directly with our youth and will be able to tell us what is working and where our efforts should be focused.

Maryellen Chambers DeJong—I hope I pronounced that correctly—DeJong, excuse me—is the Executive Director of the Waterbury Girls' Club in Connecticut and a member of the Girls, Incorporated in the National Collaboration for Youth. Ms. DeJong represents youth development programs across the Nation.

Christopher Campbell won an Olympic bronze metal in 1992 at the age of 37. Most wrestlers leave the sport by their late 20's and we all took great pride, those of us who wished we were 37, but closer to you in age than the others. It was a generational cheer that went up. You probably heard it across the country. Mr. Campbell is a living example of how sports and other extracurricular activities can turn a youngster into a positive role model for the youth of this Nation and we thank you immensely, Chris, for being with us.

And last, Donald Cahill is a police officer, representing the Fraternal Order of Police. He will be showing us a public service announcement put together by the Fraternal Order of Police. Also Mr. Cahill will provide us with the law enforcement's perspective on the best way to combat youth violence. Mr. Cahill, I noticed you were here from early on listening to the young people testify, as well, and it is a pleasure to have you join us this morning.

We will begin in the order that I have introduced you. I would ask you, and I will turn these lights on here just as a guide, to try and keep your remarks down to about five or 7 minutes a piece, if you will, and that way we can get to some questions and not keep you too long. I hope you enjoyed listening to the young people and to the Attorney General and to Senator Domenici and Senator Bradley, as well as members of the committee here express some of their unique and special interests.

But thank you for coming by this morning. Any and all supporting documents and evidence that you would like to have included as part of the record, I will see to it that they are inserted. So with that, Angela, we will begin with you.

STATEMENTS OF ANGELA BLACKWELL, EXECUTIVE DIRECTOR, URBAN STRATEGIES COUNCIL, OAKLAND, CA; ROBERT LEWIS, BOSTON HOUSING AUTHORITY, COMMUNITY PROGRAM AND STREET WORKER, BOSTON NATIONAL SERVICE, BOSTON, MA; MARYELLEN CHAMBERS DeJONG, WATERBURY GIRLS' CLUB, WATERBURY, CT; CHRISTOPHER CAMPBELL, OLYMPIC TEAM, BRONZE MEDAL WINNER, BARCELONA 1992; AND OFFICER DONALD L. CAHILL, FRATERNAL ORDER OF POLICE, LEGISLATIVE COMMITTEE

Ms. BLACKWELL. Thank you very much, Senator Dodd. I did indeed enjoy listening to all of the other panelists this morning. The Urban Strategies Council is concerned about reducing urban poverty and taking community-based organizations and Government resources and making sure that we make the most effective use of existing resources.

The Black Community Crusade for Children is seeking to reweave the rich fabric of community that has always been important in a healthy development of African American children. The Council where I work also staffed the National Community Building Network which is a coalition of 21 cities all using comprehensive community building strategies to reduce urban poverty and expand social and economic opportunity. All of those groups are very pleased to see the Ounce of Prevention and community schools approach to crime reduction.

That whole concept grows out, I trust, of a recognition that part of what has contributed to youth crime and violence is the years of neglect in individuals and disinvestment in the communities where so many of our young people are isolated from the rest of society. The Ounce of Prevention strategy really does provide an opportunity to do something about that neglect and that community disinvestment by providing choices which are so important, choices in terms of physically where young people can be, but also choices in terms of the kinds of things they spend their time thinking about. It is enormously important to provide that kind of experiential learning, but also to provide safe places. Safe places where young people can have high quality interaction with peers who are not necessarily involved in some of the activities that we know lead to later criminal behavior. You have to have safe places for that interaction. And if the only place where young people can be is on the streets, that is not a safe place to come in contact with other young people who are perhaps moving in a different direction.

Also providing safe places where young people can come in contact with caring adults. Caring adults are very important for the healthy development of young people. The nurturing that they can provide is essential. But we have to be able to have places where caring adults feel themselves that they are safe in terms of coming and interacting with young people. And most importantly perhaps, the Ounce of Prevention strategy provides a recognition that we have to build community capacity, not just to prevent crime today among young people, but to have a community capacity to prevent crime for future generations of young people.

That means that we have to weave together many things that if brought to scale would create more opportunities for more young people. It means we have to have the ability that the Ounce of Prevention Council theoretically provides to be able to weave together multiple programs that exists within many different arms of the Federal Government; that if used wisely targeted and consistent with a thoughtful plan that understands we have to invest in community and invest in young people; that we have to do that in a planful way; that building community is essential.

But as we think about building communities, it is also important that we recognize the need for jobs. Jobs are one of the most obvious things that have been lost in the disinvestment period in low income communities which is why I actually like the House Youth Employment and Skills Program that could provide job creation. We need to have jobs so that young people can be hopeful about what is there for them.

We also need to be able to think about a whole continuum that begins with all of the wonderful things that are happening in the Head Start program now and allows community groups to be able to tap into those sources as they respond to the opportunities in Ounce of Prevention, a continuum that goes right up through creating jobs, so that young people who get turned on to new choices can actually pursue them.

This is a terrific opportunity, not only to go to scale to build community, but to let young people know that they are valued by the community and to let communities know that we value their role in providing a nurturing, healthy environment to provide a constant web for young people so that they do not get involved in criminal behavior, but more importantly have a chance, a hope, and a vision of reaching their full opportunities and potential.

Senator DODD. Thank you very much, Angela. It is very, very helpful and I hope I expressed some of those views this morning to these people when they asked, how do you stop violence. I think we all have to understand that there are clear environments which seem to generate more of that activity than others and you have identified some very helpful suggestions.

Robert, we thank you for being here.

Mr. LEWIS. Thank you and good morning, Senator. I can tell you just sitting in the back and having an opportunity to listen to the young people was really inspiring for me for a few reasons. One is you heard the young people talking about the future. And one of the things that is so critical is as we talk about our young people being the future, what we have to do is make sure that we nurture and take care of them today. Because if we nurture them and take care of them and provide them with the opportunities today, it will enable them to have a successful future.

Sitting here today and representing the Boston Housing Authority is something special to me. I grew up in public housing. I went to Boston public schools. I remember growing up, folks telling me that I would fail in society going to Boston public schools and growing up in the housing projects. One of the things that was interesting and one of the things that was important to me was the role that my mom, my mom raised six kids, single parent, head of a household. But the role that she played in our community, the role that she played in terms of raising us, the role that the community played as a whole.

I can remember as I was growing up that a lot of the social service agencies, as well as, as we were talking earlier about the role that the police play. Now we call it community policing, where years ago that you had an opportunity to know the police officer, because the police officer lived in your community. The police officer in some areas was a neighbor from down the street.

A couple of things that I find that are really critical and important is that we have to start working toward building the fabric of community again. Part of that is nurturing and taking care of our young children. As we are taking care of our young children, as they are being inspired to succeed, hopefully during that time, we are going to be working toward building stronger families.

Public housing is an isolated place where a lot of people say that it is a four-wall development, that folks do not exist on the outside. One of the things that we need to do is knock down those walls, open it up where other agencies, the police department, if it is health and hospitals, the welfare department can continue to work to build these strong communities. By building these strong communities, it is going to provide the leadership that we need.

At the end of a day, we go home. We go home. Who is going to be there to reinforce what we are doing each and every day. We have to make sure that we take care of our young people. We have to make sure as we are providing job which is key and critical for our young people, but that our young people are not the only bread winners for the families. We need to make sure that there are opportunities for the parents. We need to make sure and like in public housing what we are looking to do is providing adult basic education, ESL programs. A lot of the job training, not just for the young people, but also for the parents, because as we are looking to build the young people, we need also to work with the parents so we can build a healthy community.

But it is important that we have the continuity with programs. We cannot have short-term funded programs that are funded from 1 year to the next. It does not work. Sometimes it takes a while for us to build relationships with young folks. Prior to working at the Boston Housing Authority, I ran the Boston Street Worker program which was a gang and adventure program that did all of its work on the street corners. A big part of our job was to try to get young people involved in services and programs. But we had a large number of young folks that did not get involved in services and programs, but they were still part of the makeup of what the community is.

A big part of what we needed to do is to make sure that we were comfortable in working with what I call their office. And their office were the street corners, as we feel comfortable in our four-wall structure. But by working with those young people, by creating a sense of visibility that we were out there on the pavement dealing with them with their issues each and every day, helped them. As we were basically accountable to them, as we were establishing trusting relationships with them, as over a period of time, what we were doing is becoming accepted by them. And the only way we can do this is by being visible. The only way that was going to be effective is by being out there today and making sure and ensuring that we would out there tomorrow.

But with short-term funding, we can be out there today, in a year that goes away; and then what do we do in terms of rebuilding the fabric of our community. I believe that we need to continue to strive to make sure that prevention programs are staying out in the community; that we are going to make sure that we are looking to provide long-term funding. One also important criteria is that our young people are our most valuable asset. So if we are going to put prevention programs out in the community, we need to make sure also that the workers and the people who are working with our young people are skilled and trained in those areas to again, work toward the success for our young people.

Thank you.

Senator DODD. Thank you very much.

Maryellen.

Ms. DEJONG. Senator Dodd, I am Maryellen Chambers DeJong, Executive Director of the Waterbury Girls' Club from Waterbury, CT. The club is an affiliate of Girls Incorporated which was formerly called Girls' Clubs of America. I am honored to have this opportunity to speak to you on the importance of positive youth development programs enabling young people to avoid making choices that lead to involvement with the juvenile justice system.

I also want to thank you for listening to the young people, as well as listening to me and fellow youth service workers. We rarely have this opportunity. In presenting my testimony today, I also represent many other positive youth development programs across the country, especially those included within the National Collaboration for Youth. The Collaboration consists of 15 prominent national organizations all dedicated to serving children and youth.

As a Connecticut resident, I am especially proud to be here today. Our State is enormously proud of the work and long-standing commitment Senator Dodd has shown to children and their families. His sponsorship of the Youth Development Block Grant which we hope will soon be before this committee and the injection of the Ounce of Prevention into the crime bill again illustrates his fine leadership.

Girls Incorporated centers throughout the country provide comprehensive programs tailored to the ages and developmental stages of girls and young women whom we serve. Each girl is entitled to programs that enable her to make connections to future education and careers, appreciate her heritage and the cultures of others, feel comfortable with her body, and perhaps most importantly, to take responsibilities for her actions and acquire the capacity to make sound, responsible decisions.

Girls Incorporated programs give girls all of these opportunities. For example, as the result of an extensive evaluation of our Preventing Adolescent Pregnancy Program has shown that sexual activity can be delayed and teen pregnancy reduced through delivery of that program. Operation SMART excites girls about math, science and technology, which prepares them for careers in the future. Friendly Persuasion, another of our research-based programs, helps girls acquire leadership skills to avoid the hazards of alcohol, tobacco and other drugs and to convince younger girls to avoid these hazards too.

The Waterbury Girls' Club has been putting into action what we know is needed and what we know works. Community-based, after school and weekend programming that supports positive development and strong value systems and forges effective decision-making skills. What we need today is more community-based programs that are affordable, accessible and stay open longer hours. We believe the Ounce of Prevention Act could provide us with critical funds to expand these programs to more young people at risk, as would the proposed Youth Development Block Grant.

I have worked in Girls Incorporated programs in South Dakota, Florida, and now in Connecticut. Our mission in all three programs was prevention. Prevention is very hard to grab on to. I have often wondered what happened to Chappa in South Dakota or to Melissa in Florida, two girls whom I worked with years ago. As you service workers, what we all work toward is making a positive difference in the lives of girls that will help guide them through life with skills to become independent, resourceful and responsible young women. Prevention often takes an enigmatic shape. It is what happens when a smile comes over a child's face when they are greeted at the door by a youth worker at our Girls' Club. It is the meal that is offered to a child who is hungry. It is getting the child off the streets and into a safe place to go to after school. And it is a place where a child knows you are not going to give up on them, and it is usually a little bit of everything.

The Waterbury Girls' Club exemplifies a community-based youth agency. We are celebrating our 130th year of service to girls in our region. We are the oldest Girls Incorporated affiliate in the country. Our services were originally created to provide a safe haven for country girls coming in from the mills in the 1860's. Throughout all those years, we have been serving thousands of girls. The population has changed. Our programs certainly have changed. But our commitment to enabling girls has never wavered.

Today's programs are directed to enabling girls to become strong, smart and bold. We provide services to more than 1,000 young people each year. And we have a mixture of all races and financial circumstances. We develop many of our programs and activities locally, but many are part of the Girls Incorporated national program which focuses sharply on the special needs of girls.

Today at the Waterbury Girls' Club increasing numbers of our families are headed by single parents. Currently 14 percent of our children come from single parent families, five of whom are headed by men. Along with single fathers, a new emerging family structure is one headed grandparents. We have a 56 year old grandmother who is a mother, father, and both sets of grandparents to her nine-year old granddaughter. Due to her own daughter's inability to care for her new child, this grandmother has taken care of her since she was an infant, and in fact, became her legal guardian.

In addition, this grandmother struggles with multiple sclerosis and is on disability which limits both her financial and physical capabilities. Through the Waterbury Girls' Club, we have made a difference in their lives by waiving their fees and more than financial, we have given them a support system where the granddaughter is involved in after school activities of drama, dance and art, and the grandmother has been giving something back to the Club by utilizing her own computer knowledge in volunteering in our office.

The Waterbury Girls' Club came to the aid of an 11 year old girl who first came to the Club to participate in our summer program. Her behavior, which included running away, demanded attention that resulted in the disclosure of sexual abuse from both her brother and father. Her mother does not read or write. She is now 14. During those three interim years, she spent time in a mental health facility and was placed on medication. We now continue to work with her.

We do not know if girls that did not come in contact with the Girls' Club would have gotten involved in juvenile justice. It is difficult, if not impossible, to know what the impact of prevention is. We do know of former members of the population I have described which are usually considered at risk who are now in college, become lawyers, doctors, stock brokers or at least one politician. We have a State legislator.

So we are very proud of the work that we do and we believe that this is the kind of work that you have in mind, Senator Dodd, in introducing the Ounce of Prevention into the crime bill and in your sponsorship and introduction of the Youth Development Block Grant.

I hope that whatever you do when you legislate, when all of you were talking about the millions and billions of dollars, that you make it easy for youth organizations to apply for that, because many of us are small and we are not sophisticated grant writers and we are caring organizations. And when it funnels down, it is often difficult and at the most very intimidating to apply for.

So we ask your sensitivity to that issue and certainly appreciate the honor of being here today.

Senator DODD. We are delighted to have you here. I could not agree with you more in your last point. In fact, it is a waste of money. We have found examples where community-based organizations would be applying say to five agencies for assistance, maybe $5,000 or $10,000 grants in some cases, small grants. They would be rejected by three and accepted by two. So you end up with $10,000 when you were looking for 20 or 25 for a particular program. The $10,000 just does not get you going. So we have given $10,000, nobody is going to reject it, they need the money, but it just does not do it. So you have sent $10,000 down, but the program does not work well. People point to it and you say, well that is a waste of money. And they are right in a sense.

But your point of trying to get this done in a way where you get meaningful resources to come back and reduce the amount of overhead and paperwork and the expectation that you have got to hire lawyers and accountants to go out there and be able to apply, which adds to the cost. We hear you loud and clear. We just hope we can manage to get it done here.

Chris, thank you for being with us.

Mr. CAMPBELL. Sometimes when things are going so wrong, you need to stop and focus on what has gone right. And by increasing your attention on that, maybe things will get better. I would like to discuss my background and maybe be of some assistance.

Like many minority children, I was raised without a father, lived in a poor neighborhood and I was very angry. In fact, I think between the ages of kindergarten and fourth grade, I got in a fight just about every day, going or coming from school. That was until fourth grade. In fourth grade, I started wrestling in a little league wrestling program. In that program, my anger and hostility and quick temper served me well. However, I had a coach there. His name was Mr. Zitch and Mr. Zitch was a white man. Mr. Zitch, in a nonjudgmental way, told me that I needed to control my temper, needed to control myself, and helped me as a coach.

And then I continued on through that program and I went into little league football, going through fourth through sixth grade. In sixth grade, I got a wonderful coach named Bruce Johnson and Bruce Johnson worked us out very hard. And then after the workout, he would sit us down and he would talk about success skills. He would talk about goal setting, dedication, determination, sacrifice, hard work and team work. And he would bring us to different events, high school football programs, and he would say, you have to have a good education to play on the high school football team. Bruce Johnson was a white man as well.

So I continued with this sort of teaching through high school and once I got in high school, I started to focus, was able to focus using these success skills. And in fact, what I noticed is that I stopped associating with some of the friends that I would in the neighborhood who were getting in trouble now, having drug problems, and really having trouble surviving.

After high school, through the preaching, I went into college and had scholarships, national titles. In 1981, I became the best wrestler on the planet. That experience to me was a revelation—being the best wrestler in the world. I looked back on all the teachings that Bruce Johnson and Mr. Zitch had told me and I saw that if I put hard work into something, there was nothing I could not do.

With that revelation, I decided to go to law school. Went to law school, got a law degree, and then I got a job with United Technologies Carrier.

Senator DODD. Good Connecticut corporation.

Mr. CAMPBELL. Good Connecticut corporation, that is right. If I am a professor and I want to analyze my life as a case study, I would look at four principles of success there. First of all, you have to provide a physical outlet for individuals who are very angry and high strung. By providing a socially acceptable outlet, that allows them to develop self-esteem from their inherent nature.

The second principle would be individuals must be taught success skills, goal setting, discipline, dedication. Team work is very important. And learning these skills allows these individuals to overcome the incredible odds that they face.

The third principle is individuals must socialize with a peer group that is positive. They cannot be in the wrong peer group and I think we have all heard that today.

The fourth principle which I think is probably the most important principle is that there is no way getting around this society. The American society is a predominantly white society. Minority children must have multiracial experiences, success experiences with people of different races. If we do not incorporate that into any programs, what you will have is a lot of children who through their only experiences have had experiences only with white people that have been negative. And you will have, as a result, a bunch of racists, a bunch of angry racists. And if you are trying to succeed in this world, it is not helpful to be angry and it is not helpful to be a racist.

At every crucial stage of my life, it seemed to me that I have a person, a white person, that seemed to want to help me. And at that time, when they looked into my eyes, they did not see hate, they saw a child with loving eyes. And everybody responds positively to loving eyes. These white people made it their mission to see that I was successful.

I am an Olympic Medalist. I am a world champion. And I have an Ivy League law degree. I think they accomplished their goal.

Senator DODD. Thank you very much, Mr. Campbell. I appreciate that immensely.

Mr. Cahill.

Mr. CAHILL. Good afternoon, Senator.

[Videotape played.]

Mr. CAHILL. Good afternoon, Mr. Chairman. My name is Donald L. Cahill. I am a police officer and I am here to represent the 250,000 members of the Fraternal Order of Police which is the Nation's largest police organization. President Stokes regrets he cannot be here personally but he does send his wishes for your support in this important matter before you this afternoon.

The Nation's law enforcement have long awaited the completing of the omnibus crime bill that is ready to go to conference with the House of Representatives. In this bill, along with many other provisions for addressing the country's crime problems, are provisions to provide funding for certain programs that we, the cops on the street, believe will help reduce violence and crime, and at the same time help prepare youngsters of today become the leaders of tomorrow.

The Fraternal Order of Police has long believed that the citizens of this country better sound a wake up call to our Nation's leaders and realize that today's youth will not be ready to be tomorrow's leaders unless we make a positive investment in them now.

In this crime initiative, both the Senate and the House of Representatives have examined the situation and taken positive action on this matter, including grant programs such as the Ounce of Prevention Grant which would provide funding for after school and summer youth programs, substance abuse programs, and prevention programs which will go a long way in helping the situation in the streets. Additional programs to help community organizations, provide youth activities, such as after school academic and extracurricular programs, mentoring and supervised sports programs are also very important.

Along with these activity type programs are also such things as crime education and prevention and drug and alcohol education which will go hand and hand with the others.

Do programs such as these mention work? Well you have to be the judge, but judge them on factual data. Let us take a short look at the Boys and Girls Clubs of America. Founded in 1906 by an established group of 66 small clubs, this organization has grown to over 1,500 club locations nationwide, serving over 2,000,000 boys and girls. And over 250 of these clubs are in public housing developments. Funding in this crime bill could possibly double the number of clubs in the public housing areas.

Boys and Girls Clubs help provide one-on-one tutoring, homework help, computer-assisted tutoring, SAT preparation, substance abuse preparation, health awareness, arts and crafts, athletic leagues of various sports, swimming and so on.

Dewey Stokes, our national level FOP president, himself grew up through the Boys Club of Columbus, OH, where he boxed and participated in numerous sports. As a result of his involvement as a troubled youth, he learned firsthand the importance of these programs, and today he is a leader in the local Boys and Girls Clubs in Columbus, where he not only spends time counseling youths, but is an active fund raiser for them. And I know that once a month, he spends a Saturday morning on street corners selling newspapers to raise funds for the local clubs there. He was honored several years ago by being inducted into the Boys and Girls Club of America Hall of Fame.

Several decades ago, youth gangs were romanticized by much of the entertainment industry. Movies such as "West Side Story" and others tended to show mostly good things relating to membership and tended to leave out the bad. And who could forget Marlon Brando as a member of the Hell's Angels in the movies. In the media, motor cycle gangs were characterized as ominous, but avoidable. This is no longer true. We are forever confronted by gangs on the street to the point that some older Americans are living in a concentration camp neighborhood, afraid to leave the safety of their home.

Street gangs have been in existence in this country almost from the beginning. But today these gangs, fueled by the drug trade and criminal activity, pose an environmental threat to the country as a whole. The deterioration of our neighborhoods and urban and rural America will not recover without major assistance.

One of these programs recently started and being funded in this legislation is the Gang Resistance Education and Training Program, the GREAT program of the Bureau of Alcohol, Tobacco and Firearms. This program's purpose is to prevent youth violence and crime by reducing involvement in gangs. This is accomplished using the skills of Federal, State and local law enforcement agents to educate elementary school students in gang prone areas about the destructive consequences of gang membership.

While this is still a new program being evaluated, it is well worth the time and effort to put forth. The goals of the GREAT program are to reduce the incidence of violent youth crime, reduce gang activity, reduce youths with life skills and strategies to resist gang involvement, give the youths a means by which to resolve conflicts nonviolently. And it provides alternate summer activities and helps educate parents and teachers and the community about special indicators showing activity in their neighborhoods.

Another program that will greatly benefit from these funding grants is the Boy Scouts and Girl Scouts. I speak from personal knowledge about the activities of these outstanding organizations, having spent my youth and later as an adult leader which started during my early teen years with the Sir Robert Baden Powell Troop No. 4 in Montclair, New Jersey, under adult leaders Malcomb Steer and Howard Van Vleck. I had the mentoring and teaching that helped me stay out of trouble and guided me through later life, first as a career Marine and later as a law enforcement officer. I am still very proud of that beginning.

The final program I want to discuss is the Drug Abuse Resistance Education, DARE program. This program which started in 1983 in the Los Angeles Police Department has proven time and again to be successful in reducing drug use among youths. One particular program I am very proud to talk about was started by FOP member and Temple, TX police officer, James Randy Dixon. Seven years ago, Officer Dixon research, planned and founded the Drug Abuse Resistance Education project in Temple, TX. Totally on his own, he helped raise funds and support so that this curriculum based well renowned project could be implemented in the schools. Over 7 years, Officer Dixon has been responsible for training over 4,755 children in the DARE fifth grade curriculum and another 19,840 children in the pre-DARE and other drug/alcohol prevention activities.

In addition to Officer Dixon's DARE activities, he also founded what is known as two major summer projects in Temple, TX. Nine years ago, knowing many of the poorer, at-risk children had no summer activities, he garnered supported and put together a free summer swim project for the kids of Temple's disadvantaged areas. Officer Dixon stays very active teaching swimming and other activities at these summer camps.

Three years ago, Officer Dixon started the first "In the Heart of Texas" summer camp for kids. Based on the curriculum of DARE, Officer Dixon's DARE To Be Great Summer Camp serves children who will be going into middle school. The aim of the camp is to provide recreation and education to children who otherwise would not be able to have any type of summer activity. The camp made up of 90 percent at-risk kids and 10 percent mainstream kids provides education and physical recreation for a week long period of time. And this camp stresses leadership and drug-free lifestyles.

You viewed a video featuring Dewey Stokes which was produced with the generous assistance of PRC, Incorporated, endorsing programs such as this as an alternative to joining gangs. And you have heard my testimony and the testimony of others this morning. I ask you on behalf of the members of the Fraternal Order of Police to support all of this important funding in the crime bill for these programs. It is not only after hours sports programs and it is not only for education programs, it is an investment in the future of America.

I thank you for the opportunity to address you this afternoon.

Senator DODD. Thank you very much, Donald. We appreciate all of your testimony here this morning and this afternoon.

Let me just ask a few questions, if I can. Chris Campbell, let me begin with you if I can. I do not know if you were in the room when I said I go out and I try to go to a high school every week in my State. I do not make it every week, but I have tried to reach all 169 cities and towns. And of course, obviously in the larger cities, there are several schools. And I really made an effort to get out there and to meet with students and to answer questions and so forth, so they see me. It is not just a voice on the radio or a face on television.

But there is something I am very conscious of when I go, particularly to my inner city schools in which the populations are predominantly Hispanic and Afro-American. I do not necessarily believe in putting on a sports jacket or something. I am a United States Senator and I come in a suit because that is generally what I wear to work. But I also know I am gray-haired and white and I am getting on in years, so there is an age problem with communication. There is also a racial or an ethnic problem to some degree. I am very aware of that and I make a point of saying that. That is one of the reasons, I think, youth sponsored programs and conflict resolution and so forth where peers are with each other is important. I do not disagree at all with your notion of having children have a good experience, an inter-racial experience. I think that is very, very healthy.

You had a good experience with a couple of coaches who happened to be white and that is terrific. I am wondering, though, in many instances whether or not for an awful lot of kids, particularly in the inner cities it is better to have same race coaches so that young people are better able to relate, to connect in some way, someone like myself is not absolutely prohibited from coaching because of my age and race, but it is that much more difficult.

You and I go into a room together at Bassick High School in Bridgeport and they do not know anything about you or me. There are just the two of us standing there. And we say we want to talk to you about something. I got a strong sense—and I am not offended by it, I just have a strong sense, given the ethnic and racial makeup of that classroom—by and large, there is going to be greater tendency to maybe trust you a bit more than me. Now it may turn out that actually I am much more trustworthy than you, but at least initially, there is going to be a linkage there that occurs. Maybe I am wrong on this, but I have just sensed it a bit in the role model approach and so forth.

I wonder if you might comment on what I am suggesting here?

Mr. **CAMPBELL**. I think it depends. It is very important for the children to identify a role model of their race. But if you have intervention at an earlier age with some people who are very supportive of other races, then I think when you come in instead of looking at you as some white man who is not really going to help them, then they look at you as a father figure. If they look at you as a father figure and you have good advice for them, it could be very beneficial. So what I would say to you is get over your feeling of inadequacy and realize you are a human being just as they are and focus on that level.

Senator **DODD**. I know you are out working with kids a lot as well, and I think that is tremendously important. Let me just go down and I may ask a particular question to somebody, but if someone else wants to comment on these things, do not be reluctant. All of you are professionals and spend a lot of time.

Angela, I wonder if we might, just as a practical matter—we have talked here a lot today about Ounce of Prevention and theoretically how this would work. Maybe you might just give us a good practical example of what it is presently like in terms of trying to seek Federal assistance for support for some programs and how this might practically, in a real way, affect—utilize if you want the example of Oakland or any other community you would like—how this would in a very practical way improve the present situation and prevention?

Ms. BLACKWELL. I appreciate the opportunity. One of the things that we are constantly doing in Oakland is trying to put together what it is that people living in the community say that they need in order to be prepared to take advantage of opportunity. We have examples of trying to actually take advantage of the fact that we have a concentration of poverty in urban areas. What that translates into in a positive sense is that everybody living in a geographic area is probably eligible for the same thing. But despite the fact that there is that common eligibility, you cannot put together a program that makes sense.

We tried very hard in the west Oakland area of Oakland to be able to take a housing development, low income, and provide the full continuum of support that families need for their children to develop all the way from prenatal care, to access, to early childhood programs, to job opportunities for the family members who were adults, to after school programs for the school age children, but we found that the person who was eligible for the prenatal care was not necessarily eligible for the Head Start. That the person eligible for the Head Start did not have access to the after school program. That the mother that needed the job training program was not the same one who was using the Head Start program.

And so trying to work through that web of services takes away from the creativity that is there in the community, disregards what community people say that they want. They come because they have housing problems, because they have domestic issues, because they have need for a job. That is why they come to connect with services. But when they get to those services, they often find blocks and pigeon holes that they cannot fit into.

Regarding some of the programs with the schools, one thing that I picked up on in a conversation this morning was that it is very important to have community-based organizations providing after school programs and summer programs. But sometimes we need for those same after school programs to provide services for kids who get suspended, who get expelled from school. But if do not allow for a continuum to those resources that provide for a community-based organization to do an after school program to touch those same kids during school hours when they are going to be on the streets, we miss something. So it is very important to have a way to have an honest conversation about what families need and for the people who control the resources to provide flexibility. But in providing that flexibility, help communities to plan, collaborate, and coordinate so that we take advantage of the energy, as well as the resources.

Senator DODD. You said that as about as well as I have ever heard it expressed. I tried to express it a few times. I have colleagues of mine, when I ask for their support on some of these programs, they will say look, I will give you my vote on the WIC program, but on the LIHEAP program which is low income, I cannot support everything. Or I will support you on Head Start, but I will not support that. In many cases what they fail to realize is there are not just a whole bunch of WIC families and then a whole bunch of Head Start families and then a whole bunch of low income families. In many cases it is the same family. In fact in most cases it is the same family.

So while I may be helping you out on one side here, if I am taking away on the other in that support structure, the end effect could be, you could end up a net loser in all of this, even though there may be more spending in certain programs than others.

One of the things we just tried to do, and by the way we got it through, on the Head Start reauthorization was the community, the family resource centers. This idea that I constantly talked about is the seamless garment of services in a way, so there is a totality. We all know how difficult it is for those who are not dependent upon some public support or assistance just to go through a day where it is going to the bank and talking to the insurance company and calling this one and doing that one. And we have got cars. We have got access. We have got phones and other things just getting things done.

So if you are a family struggling to hold body and soul together with two or three children and you are trying to get around and you have got to go all over the place, it gets very difficult for them. So you may end up minimizing resources. I think it is a good explanation of how this can work.

Let me ask you the question that I always hate getting asked, but I will ask you and I will ask others to comment. In high crime areas is there a particular service that is more important than in the others? Maybe that is not a fair question, but if you were to look and say what is the single most important service that people need in a high crime area, what would be the answer? I will ask all of you to comment on this.

Ms. **BLACKWELL**. I am not sure the answer comes in the form of a service. If you take a high crime area, what you will find is a lot of hopelessness, a lot of disconnect or very weak connection to the labor force. In a high crime area, the most important thing we need is opportunity, the creation of jobs. But at the same time we are creating those jobs, we have to have a continuum of support that prepares people to take advantage of opportunity which is why we begin to talk about early childhood programs, after school programs, youth development activities, community-building capacity, to be able to weave together something that makes sense in terms of community.

So the most important thing is really to make sure that people have the opportunity to provide for families. So we must create jobs, but we have connect people to jobs. And one other thing sort of gets back to the first question you were asking. From the perspective of the Black Community Crusade for Children what we have found that has historically nurtured black children is the connection with caring African-American adults who think that it is their responsibility to take responsibility for all of the children. That fabric of community is also important because as we move into this time of people working very hard, not home as much as they used to be, we cannot just expect one mother heading a family to be able to provide everything that that child, that those children need. So we have to also invest in relieving the fabric of community that has historically been so important. Jobs, community, and being prepared to take advantage of opportunity are the things that we need.

Mr. CAMPBELL. If I might add, on the note of opportunity, as I see it in athletics, you have the NCAA which now has rules and regulations which limit disproportionately impact minority children in terms of the test scores, even though they may be doing well in school. So you have really a closing of opportunity where I think if you open things up, we will all be a lot healthier.

Mr. CAHILL. Senator, one thing I might address is one thing we need to do is we need to give that community back to those citizens, so that they have a sense of a community, a sense of a neighborhood, a sense of safety. And that is very important. I agree with Angela Blackwell on everything that she said, but there are some priorities right now, some short-term priorities; and that is to get those neighborhoods back to those citizens.

Senator DODD. The safety issue?

Mr. CAHILL. That is correct.

Mr. LEWIS. Just one other comment. Just piggybacking off of Ms. Blackwell. When you are talking about like a high crime area, one of the things that is critical and this is important is that there needs to be a coordinated approach with all of the service providers. The service providers cannot see themselves is outside of the community. They have to see themselves as playing a key and critical role in really building a fabric of the community. As Ms. Blackwell is saying is it is starting from, if it is a Head Start program going into supportive services or supportive programs for the adults. It has to be a continuum. And one thing that I think sometimes helps to bring down the fabric of a community is when agencies or entities work in isolation.

One of the things that I know we are looking to do within the Boston Housing Authority is really starting to work toward this coordinated case management system. Just as if somebody goes in for help needs as a child, they will go through an assessment and if all of a sudden we are finding out there is a need for other members of their family in terms of youth services or whatever, that information will be shared with the other supportive agencies to ensure that services will be provided for the family. But you have to get all of the agencies in a community-based organization seeing themselves as one in terms of really building strong communities.

Ms. DEJONG. I will have to put my two cents in too. When you were asking the question, the first thing that came into my mind, and you just said it, is overcoming isolation. We are now looking at how we can reach out more. Part of it and most of it is money. But it is that, do not go there. You cannot go there. It is like, why cannot we go there? We need to go there and to bring these other groups together and go in and develop and maintain that community.

Senator DODD. I agree with that. Let me ask you about gangs and I am going to come back to you, Maryellen, and I want you to talk about young women in gangs, specifically. We listened to, Yahaira Juan talked about her very personal situation, her own school where a young woman was stabbed by other young women which has been a recent phenomenon. I am curious, how difficult is it to get a gang member out of a gang, even if they want to?

Ms. **DEJONG**. Very difficult.

Senator **DODD**. That is why I am asking the question. And if so, how do you do it? Gangs differ obviously, depending where you are. We have them in Connecticut and I have talked to gang members briefly, usually in a setting that is not the most conducive for a conversation. But it is different. But yet there are common denominators it seems that run. I do not care what the gang may be or what its name may be or where it is located. I suspect there are strong common denominators that you can identify as you look at these institutions.

Why do we find gangs so prevalent in our society, or is that untrue? If you were to go to other countries, there may be a difference in terms of crime rates and so forth, but is this notion of gang activity something that is seen in the European communities, in the Oriental communities, maybe a different manifestation of it? Has there been any examinations of looking at this or is it uniquely American? Is there something going on in our society that seems to promote, generate the notion of the "gang" approach? I do not know who is a resident expert here on all of this, but I would be interested in——

Mr. **CAHILL**. Senator, I have been involved with gangs all my life.

Senator **DODD**. As an observer.

Mr. **CAHILL**. As a kid and as an adult. As an adult, of course, on the enforcement investigation. I have looked at Europe. I have looked at Asia. I have looked all over the world. I have been all over the world. I talk to cops all over the world. We are not alone in this program. It is just that we have a freer media which sometimes tends to glorify it or at least make it interesting enough. But the fact it always boils down to one thing, the need to be somebody and the need to belong. And we have to provide alternatives to that. Otherwise, we cannot get them into anything else. We have to have those alternatives to be able to make any effort at all.

Mr. **LEWIS**. Another thing, too, Senator, is that in terms of some gangs, when you take a look at—I will use public housing or surrounding on the public housing community. A lot of young people happen to just live in this setting and there are like 15 or 20 young people that are hanging out. And then if they are not working or if there is not a boys and girls club or a Y in the area, what ends up happening is a lot of folks will just stay within the environment that they feel comfortable and safe in. And one of the things that we hear, a lot of gang members will not cross the street, will not go to the next town over for resources and services.

That is why earlier when I was saying one of the programs that I started in Boston a few years ago was a Street Worker program where workers were out there working with the gang members day in and day out. And an interesting dynamic is actually one of the directors of the local YMCA in Boston was an X-gang member 4 year ago who had an opportunity to get involved in programs, who had an opportunity to go in for his GED, who all of a sudden had an opportunity to be a youth worker, and then interviewed and ended up being a director.

But the reason why that happened was on a day-to-day basis, there was a worker working out on the block with those young folks. And the reason why that is critical is that we have probably 85 to 90 percent of our workers working within Y's, boys and girls clubs, and community centers and we have a large influx of young people still on the corners. And we have to figure out a way of shifting that where workers are also working out in the neighborhoods to be able to provide that support.

Senator DODD. I suspect to, but gangs are getting pretty sophisticated too. Now you have got a bureaucracy to some of them that is rather amazing in terms of faxing, xeroxing and so forth. One of the things that struck me is recruiting. They are very sophisticated in recruiting and there are natural leaders that demonstrate leadership ability very early on. Children are very young. It is amazing how many children will demonstrate that ability, the ability of where other children follow. And to the extent we are able to identify, or that the community-based organizations and so forth identify, as well, are leaders and being able to attract these children to more constructive activities, group-related activities and so forth, to become sort of the pied piper for a whole group of children in an area. I do not know if that is something—I have heard that expressed many times. It seems to make some sense to me, as well.

Ms. BLACKWELL. I agree that we need to provide the choices that allow young people to do what young people do naturally. And I am sure they do it all over the world in a constructive way. There is nothing unique to this country about young people in about the same age group wanting to be with each other. I know in many African society this is encouraged, that young people stay together by age groups and they go through various rights of passage to the next group.

But what is wrong here is the absence of opportunity for constructive engagement. So that young people who are living in some of our low income communities who are involved in criminal activity that might be organized under something called the gang, want what everybody else wants. They want to feel good about themselves. They want to be with their peers. They want to feel that there is some opportunity for upward mobility.

If society is not providing places to come together for constructive activities, if society either through education or job opportunities lets young people feel good about what it is they have to offer, and if they do not see opportunities in front of them providing upward mobility in the larger society, they find a place where there is an opportunity to move up.

Senator DODD. It is natural.

Ms. BLACKWELL. But we do have to provide some constructive choices. But also understand there is nothing unnatural about young people in this same age group wanting to be with each other. We have to let them be with each other in constructive ways.

Senator DODD. I could not agree with you more, Angela. We see it manifested in fraternities and sororities.They wear coats and ties, but are a type of gang by any other name. And, although some may argue in certain cases, their activities have been less than constructive in certain ways.

I want you, Maryellen, to address what seems to be a growing problem with violence among young women and what you attribute that to.

Ms. DEJONG. I am not an expert. I can only tell you from my experience in working with Indian children in South Dakota, children in Sarasota and in Waterbury, it is what we have been saying, they all want to be somebody and to belong and to be loved. Adults have the Kiwanis and the Junior League Clubs that they belong to. I think that is probably the premise with boys clubs and girls clubs and now Girls Incorporated that we try to get all of those kids and bring them in and provide them with a myriad of opportunities.

When you do not get those kids in—we recently had a recognition dinner and I did not have time, but an article came out and one of the girls that got an award said that through her experience at the girls club, that if she were not there, that if you were at home, you would probably just hang out and get into trouble. So the notion of hanging out and not having things to do and these groups form and the girls are forming the groups too, obviously. And interceding in those can be difficult at best.

And I think the most important key with working with any child is letting them know you are not going to give up on them and keep hammering away at it and literally going out on the street corners where they are. I think that is what a lot of Girls Incorporated programs have huge outreach programs where they literally are going out to where the kids are. I know in Waterbury and I know in South Dakota transportation is a big problem for children. The elderly have all these little mini-vans and bring them to all the different places that they need to get to.

Well to try to get your hands on one of those to do something for a group of kids, they will not let you touch those things. So how do kids get from neighborhood to neighborhood or to the community organizations or to festivals or whatever focused on kids is a huge problem in Waterbury. And I have heard that over and over, and again with youth service providers. That again kids do not get that piece of the pie. If you cannot get the kids there and the parents do not have transportation, they do not have the money to have vehicles, or the money to give them for bus fares. You know you cannot get a discounted bus ticket for a kid either. So we find that as a major problem too.

Senator DODD. There is a program in New Haven called LEAP. It is funded largely by the private sector, but nonetheless they have gotten some other forms of support. The reason some of you may have heard of it is because one of the founders of it working in New Haven was Marian Wright Edelman's son, Jason, who was very involved with the program. The thing that was so incredible about this and why it worked so well, is the fact that these are kids—college and high school students. It is like junior counselors.

But they literally were renting apartments in the area 24 hours a day there. So it is not showing up at eight or nine o'clock in the morning for a program, they are there all day, all night through these summer months. Then they have a program of remedial education in the morning mixed in the afternoon with excursions and sports. It is ongoing—it does not stop. What is incredible about it is just the mere presence of it. For kids who are with you during the day, but know what you have got to go back to at night, and the ability to get sidetracked in those hours is remarkable. What these kids are able to do with kids is amazing. Now again it folds its tent at the end of the summer. Kids go back to school and so forth.

But there is a presence in the community, in these areas. So that alternative is not just there for the hour or two or whatever, but really has a presence there and it will face challenges. There is no question about it. Because it becomes a threat as an alternative. When you see how attracted these younger kids are and dying for an alternative that is not frightening or scary to them or that has all sorts of threatening rights of passage. I mean it was amazing to listen to these counselors talk about how these children reacted to them almost instantaneously in the New Haven community.

So there is an alternative to transportation where you are trying to take them some place else which is establishing it right within the bowels of that community. I mentioned the Stowe Village in Hartford which is arguably the worst we have now that Fr. Panic Village no longer exists in Bridgeport. Here 100 some odd kids are being assisted by an on-site facility bus 2,000 of them are less unassisted. To build that expanded facility right there would seem to me to be a tremendous assistance.

Teenage pregnancy. Chicago Tribune did a study last year tracking the deaths of children under the age of 14 which found that one of the most common features of all of those deaths was that they were born to teenage mothers or to mothers who began having babies in their teens. Again, it seems obvious here—the kind of supervision, the ability to raise, to nurture, the maturity associated with all of it. But I wonder if any of you have any comments on that particular study—I mean I am not shocked by the statistics. In fact, you would have shocked me if you told me something else, I suppose. But any particular comments on that?

Ms. BLACKWELL. I do have a comment. I think that when we focus on teenagers getting pregnant and having children, what we have to pay attention to is not so much their age, because their age is a problem, but what is associated with the teenager pregnancy is the life of continued poverty because their age suggests that they are not prepared educationally, they are not prepared through job training to be able to bring up families that are living above the poverty level, living at a living wage.

The next thing we have to think about is the absence of opportunity in the community that let having a baby at a very young age look like an attractive alternative. If you look around at your options and having a baby looks like a good one at 15, what does that say about society that puts so few options in front of you? That is another problem we have to think about. The isolation that families will live in after they begin families so young; trapped in communities of persistent poverty; isolated from the labor market. What does all of that say about a young mother's ability to be able to bring up a child exposed to the options and the support and the nurturing and the caring community that we know will make for a difference?

Teenage pregnancy represents a symptom of neglect and disinvestment and not caring for young people in society. And we must continually focus on it. Because until we prepare these young people to be interested in school, respected in school, prepare them to be able to know that there is a future for them that is hopeful, we will continue to see teenage pregnancy. Because when young women can look at life and they see real options, they will make better choices. That burden is on our society.

Senator DODD. Any other comments on that?

Ms. DEJONG. I think from the Girls Incorporated standpoint and my experience with girls, if you ask them what they see for tomorrow, they do not see tomorrow. They only see today. And I think I would say with Angela that we work very hard through the Girls Incorporated programs, as well as our own local programs throughout the country is empowering those girls to see a future. Because most of these girls are not even thinking about that. And I think that is part of the problem that it is here today. It is the boyfriend today. We need to get them through school. In Waterbury, we are just starting—we stormed the Board of Education demanding that they provide an alternative program for girls who have babies. These kids have no resources to get back to school, no child care. Now we have had to go out and seek funding to get child care for their babies so they can go to school and that will be on-site. So far we are keeping our fingers crossed.

Senator DODD. I have to tell you something interesting that happened 1 day. This is one of my school visits. I was at the alternative school in New Haven for kids who had been thrown out of school—which is doing a great job by the way. I was very impressed, 80 or 90 students. This was the end of the year. I would catch them at the end of the year. Apparently at the beginning of the year it was a different story. But I got them after these folks had been with them for eight or 9 months. The other one was in Hartford at the adult education. I guess there were 70 or so students in it, mostly women, most of whom had children, and who had dropped out of school. I prefaced my question to them. I raised the welfare reform issue. I had been under the impression that, frankly, people who start talking about putting limitations on the number of children and so forth were just on the wrong track in dealing with this issue.

But I have got to tell this panel something, because I said, "I think that is crazy. But I am curious from the 70 of you in this room, how many of you think that the existence of a welfare program that provides assistance to you or to your peers for an additional child affects the number of children that teenagers have or people have?" About 90 percent of the hands went up. You could have blown me out of the room. They expanded the point you were making, I think, made me think of it. They are not thinking beyond next week, next month. It looks like there is $100 or $200, whatever it is, seems like a lot of money. And if you are young and not aware, that seems like maybe it is going to provide you with some additional resources to raise that child. They all pointed out very quickly it does not do it.

But whether or not you are interested in knowing why some of these people do it, that is a factor. I was stunned by that answer. And it was not just a handful.

Ms. **BLACKWELL.** I am not surprised that the hands went up. But I do not accept that that is as true as it might seem. I think it gets back to the point that I was making earlier. That if you think about the fact that welfare payments do not even bring people out of the poverty level——

Senator **DODD.** I agree.

Ms. **BLACKWELL.** If a person looks around and says, having a baby and going on welfare looks like a good choice, then we have a serious problem in this country. If all of the things that we know potentially could be out there for a young person, they cannot see and this looks like a good choice, we have a serious problem. The fact that many studies that have tried to take an empirical look at this had not been able to reach a conclusion. You see some studies that go this way and some go the other way, suggests to me that the hands going up in that room, that does not represent a definitive answer.

Senator **DODD.** But interestingly, they were not saying so much themselves—I mean this is a group that has already made a decision to get back into school. They want to go on.

Ms. **BLACKWELL.** It is a perception.

Senator **DODD.** Of what other people——

Ms. **BLACKWELL.** That is right. There is a perception out there that is different from the reality. And the study brings back to the fact that we cannot seem to tell whether it makes a difference and the studies that I like, particularly those that David Elwood has been involved in, suggest that there is no relationship between welfare payment and making decisions to have additional babies. However, I think it is the wrong question. That is not the question we should be asking. If we look at a welfare payment and we see that it does not bring people above the poverty level, then we know welfare payments should not be causing people to have babies. Why would that make any sense?

The question we need to ask is how can we get people to see their opportunities and be prepared to take advantage of opportunity? And on that note, I just want to bring in something that I have heard Ken Amos say many times and that is that it is never too late to save a child. And I am glad that we mention the programs that are there for young women who have already had babies. Because we have seen again and again that whenever you connect with a young person and begin to care for them, make them feel important and guide them toward the kinds of choices that allow them to become responsible adults, they gravitate to you and they gravitate to those choices. It is never too late to do that.

Senator **DODD.** I agree with you totally. Unfortunately, the cameras and others do not follow around. I was at a private industry council meeting the other day which was in Bridgeport and Hartford. This is a job training program. I was just going around and was just asking people why they were doing this and how they were doing. Again, 98 percent were women in this particular program.

This one woman, I sat down and she was at a computer terminal, I said why are you doing this? She looked at me like I was crazy. What do you mean, why am I doing this? But she did not have any idea what my title was. She called me Mr. Politician. She looked at me first incredulous and then she said, I will tell you, Mr. Politician. This woman was well into her 20's, maybe even early 30's. And she said I have two children, one age five, one age six. And I want them to see their mother going to work in the morning. That is why. Now she will not show up on "60 Minutes" or some other program. I wish she would because I think she is more of an example of why people are in these programs and the desire and the thirst and the determination to have opportunities available to them. So I am underscoring your point, Angela. And I do not think enough is made of that to understand what the people are desperately trying to get off this dependency. It is degrading. It is frustrating. It is infuriating. And anything we can do, and again those classroom of women together the other night, I think it was a good example of it. Because I prefaced the question basically. A lot of times how you ask the question could determine the results and made it interesting.

We digressed a bit here in welfare reform as well. But it is all in a sense related in some ways because it does have to do with opportunities. You have been tremendously helpful here. I commend you all for your efforts and what you are doing. I think we have got a good concept here and we are going to work on it. Obviously, things will have to be ironed out. But the idea of having one-stop shopping, getting resources back to the community, to the organizations, minimizing the bureaucracy, consolidating and coordinating, dealing with seamless garments, so that we are not just cherry-picking around here, all will contribute to the ultimate goals; and that is, reducing these tremendous rates of crime among our kids and also offering some real opportunity and hope for people.

I am very grateful to this particular panel, to the young people. I want to thank Jeffrey Yosh of the Susquehanna Investment Group of Philadelphia for sponsoring our first three young people who were on the panels and the various staffs—Save the Children and others who have been involved in this program. I think we are going to get something done in this crime bill. I think there are going to be a lot of meaningful things, not the least of which will be the Ounce of Prevention effort. It will be as a result of many of you in this room who educated me and talked very specifically and categorically about what we could do to make a difference out there.

[Additional statements and material submitted for the record follow:]

PREPARED STATEMENT OF DR. CHARLES F. MACCORMACK

Thank you, Senator Dodd, I speak today on behalf of the hundreds of thousands of parents and children who take part in Save the Children's community-based programs in this country. Save the Children is a 62-year-old organization with programs in about 20 states in this country and in more than 35 other countries around the world.

Our mission is to make lasting positive changes in the lives of disadvantaged children and in the communities in which they live. Our work has taken us to the most ravaged, war torn areas of the world and to forgotten pockets of chronic, festering poverty in the United States.

Our approach is to focus on children and women first through programs in early education, preventive health care and economic opportunities, including a wide range of family supports. In this country, our programs in family child care, ly childhood development, maternal and child health care, parenting and youth leadership have been particularly effective.

Programs like these are more critically needed today than ever before. More children are being born into poverty now, despite indicators of national economic recovery.

We believe that your amendment to the crime bill, "An Ounce of Prevention," is vital. Community- based programs that help to strengthen families and communities, that provide children and youth with the support systems they desperately need and so often lack, that develop role models for other youth are the foundation for the future.

What are we facing today?

A recent report of the Coalition to Stop Gun Violence stated that:

—400 children under 14 die each year from unintentional shootings; 45 are under 5.

—300 youths a year commit suicide with handguns. Homicide due to gunshots is the second-leading cause of death among all high-school age children in the United States and is rising rapidly, according to the Federal National Center for Health Statistics.

Experience shows that comprehensive solutions are required to create lasting solutions to the cancer that is eating away at our poor communities.

As long ago as 1969, the National Commission on the Causes and Preventions of Violence under the leadership of Milton Eisenhower, stated in its final report that violence was "like a fever in the body politic; it is but a symptom of some more basic pathology which must be cured before the fever will disappear."

The Violence Commission stated that "the way in which we can make the greatest progress toward reducing violence in America is by taking the actions necessary to improve conditions of family and community life for all who live in our cities,

Robert Kennedy in his book, "To Seek a Newer World" stated that it would take something much deeper than individual achievement. The people of the inner city had to be helped to "build communities of security and achievement and dignity"—to "gain self-sufficiency, control over their destiny.

What happened?

Over the 70s and 80s we did not follow the vision of the Kerner Commission, Robert Kennedy and many others. Instead, we slashed programs, including many which were innovative and promising.

Since that time, we have been baffled and besieged by the rising tide of violence in our cities and now in our rural areas. We have been dismayed, outraged and even frightened by what is now a national epidemic of rage and violence among our children and youth. And we continue to respond in a reactive way: More jails, more money for law enforcement. Over the decade of the 80s, expenditures for criminal justice increased four times as rapidly as for education, and twice as rapidly as for health and hospitals. At the same time, the number of adults behind bars doubled.

What effect did all of this have?

While the number of adults in prison steadily rose, the serious crime rate first declined and then rose. The culture of violence became entrenched and pervasive, reaching out and enlisting armies of children and youth.

According to a 1994 report by the Carnegie Foundation, nearly one million adolescents between the ages of 12 and 19 are victims of violent crimes each year. This has been true since 1989. The victimization of adolescents, especially those between ages 12 and 15, is growing.

Teenagers are twice as likely to be assaulted as persons aged 20 and older.

The rate of intensity of violence involving children and youths has escalated dramatically, and much of it now involves teens attacking teens.

Adolescent homicide rates are the highest in history.

Children are becoming involved in violence at ever-younger ages, according to the Commission on Youth and Violence of the American Psychological Association. In a study of first and second graders in Washington, the Commission reported that 45 percent said they had witnessed mugging, 31 percent had witnessed shootings, and 39 percent had seen dead bodies.

An alarming trend is the rise in violence among girls, often in complicity with violent boys. Convictions for violent crimes committed by girls in Massachusetts rose from 15 percent of arrests in 1987 to 38 percent in 1991. All-girl gangs tend to be as violent as all-boy gangs.

Much of the violent activity among teenagers takes place on school grounds. Each year about 3 million thefts and violent crimes occur on or near school campuses. That is about 16,000 incidents per school day.

Violence is now almost as common in our rural communities as it is in our cities.

A 1993 study by the National School Boards Association found that of 7,209 school districts, 82 percent reported an increase in violence in their schools in the past five years. These incidents are occurring across all geographic areas.

The threat of firearms looms above all concerns about adolescent violence. A 1991 study by the Centers for Disease Control and prevention, found that one in 25 high school students carries a gun. Many of them, as a part of a ritual associated with gangs, but many, also in selfdefense.

There is a growing belief among experts that the trend toward ever-more violent behavior in the United States can be reversed.

Carnegie Corporation President David A. Hamburg observed that reversal calls for the teaching of pro-social behavior at home, in child care centers and preschool programs. At its earliest stage, he points out, violence prevention begins with good health care for mother and child and the bonding of the child to a caring adult. It involves stimulating the development of nonconfrontational skills in language and behavior from the start of life.

We agree. Save the Children programs in early childhood development, through the Atlanta-based Child Care Support Center and through HIPPY (Home Instructional Program for Preschool Youngsters) have shown demonstrably positive results in both children and their mothers.

If young people believe they can change the future for themselves and others, then it is easier for them to find alternatives to rage and violence.

Conflict resolution is a solution

Since 1972 these programs have grown rapidly.

Programs in conflict resolution are now part of the curriculum in more than 2,000 schools. Preliminary evaluations by 200 teachers show that a program of making students aware that violence begets violence, that there are healthy and unhealthy ways to express anger and that nonviolent alternatives to dealing with conflict are available works. It reduced the number of fights in 71 percent of the classrooms and also reduced the incidence of verbal putdowns and name calling by 66 percent.

Community programs make a difference

In the absence of parental supervision, organized activities and positive reinforcement for responsible behavior, children stray into delinquency and crime. However, studies have shown that community programs can provide young adolescents with social support and guidance, life skills training, positive and constructive alternatives to hazards such as drugs and alcohol use, gang involvement early sexual activity and crimes, and they can create opportunities for meaningful contributions to the community.

STAR (SERIOUS TEENS ACTING RESPONSIBLY)

STAR is a Save the Children-supported programming offering leadership and community responsibility training, peer counselling, conflict resolution, tutoring and mentoring to more than 600 children and youth ages 13 to 18 in Monroe County, Georgia; Jasper County, South Carolina; Halifax County, Virginia, and Bridgeport, Connecticut. It is one of a number of similar programs operated in Appalachia (Bright Futuream, Rural Success and Hire-A-Kid) and among Native American communities in the Southwest and Southeast.

The first STAR program was founded in 1989 in Jasper County,South Carolina by volunteer Veronica Thomas. She saw it as a way to combat the county's high incidence of teen pregnancy and substance abuse—at 60 percent it was well above the national average. The goal was to tap the teens' potential within a structure which encouraged them to assume responsibility for themselves and promote leadership and positive activities within their groups and communities. As a result, teens develop, direct and manage program activities with the support of adult advisors. Activities include tutoring younger children, counseling each other, conflict resolution training, community service, organized recreation and trips to visit other teen groups in nearby cities and towns.

STAR has achieved significant success in lowering the school drop out rate and pregnancy rate among teens participating in the program. Among STARS in Jasper County, school attendance is 100 percent (in a county with a 44 percent drop-out rate) less than 2 percent of the STAR girls have become pregnant (vs. a 38 percent teen pregnancy rate county-wide) and 100 percent of the STAR graduates are in college.

The STAR program started in Bridgeport, Connecticut in 1992. Currently 25 teenage girls and boys participate in STAR activities as part of the Youth Development Program operated at the South End Community Center. There is a waiting list to join.

Bridgeport is a city where one out of three children live below the poverty line, and nearly 40 percent of children live in single-parent households. One out of every 16 youths in the school system has an arrest record. Homicide is the leading cause of death among Bridgeport adolescents, followed by suicide. Over 64 percent of adolescent deaths (the highest in the state) were caused by homicide or motor vehicle accidents. Police estimate that 90 percent of those deaths were directly attributable to substance abuse. Over one-third of the students who begin public high school fail to finish. SAT scores are 25 percent below the state average.

Over 17 percent of all births are to teenagers. Some 200 babies are born each year suffering from the effects of drug abuse.

In 1991, 42 percent of those staying in Bridgeport's homeless shelters were children.

In this context, the STAR program is especially important.

Today we hear from two STAR members, Yahaira Juan and Darnell Dalton.

Yahaira is 14 and a ninth grade student at the Luis Munoz Marin Magnet School. She is the newly elected president of STAR. Yahaira and her family live in a tough neighborhood. She and her family have become involved in many community programs through Save the Children. Her two brothers, ages 9 and 10, are enrolled in the Positive Youth Development Program, and her mother is a family volunteer and teacher's aide.

Darnell is 13, and lives in the South End. He is an eighth grader at Roosevelt School. Both his mother and father are involved in the Positive Parenting Program at the Center, along with 2,000 other parents form the community. The program offers a wide range of workshops and activities designed to help parents improve communication and coping skills and become involved in positive activities with their children.

Darnell is a member of STAR and as part of his STAR responsibility is a junior aide in the Future Wizards program, a tutoring and mentoring program for younger children, Darnell has three sisters and a brother.

Most of the 125 children enrolled in programs at the South End Community Center attend every day. STARs meet three evenings a week, for workshops and activities. In addition, they work with younger children, mentoring and tutoring.

In South Carolina, Jenna Thomas, 16, is president of STAR. Jenna and her mother, Veronica, have worked together to build STAR into one of the largest programs of its kind in South Carolina (400 members). Jenna is an honor student, and has aspirations that include college and a modelling career.

In each of their testimonies, the STAR representatives echo a common appeal: Give us more support for programs that provide a safe haven from the streets, build our skills and offer others a chance to stay out of trouble. Children are tired and frightened by the violence that explodes all around them. They are traumatized by the specter of friends being stabbed or shot in front of them. And they are terrorized by random violence that can turn a quiet a family night at home in front of the television into a night of horror.

In her work as Save the Children Southeastern and Mississippi River Delta Field office Director, Nancy Blanks Bisson is called upon daily to develop programs with local communities that answer the needs of children, youth and families She has found that when people anywhere are asked what are the most pressing problems of children and youth they respond without exception:

-violence, teen pregnancy, lack of jobs and educational opportunity, lack of child care, drugs and alcohol, guns, family instability, and school drop-out.

This is what is said by families from the Sea Islands of South Carolina to the Choctaw Indian reservation in Mississippi, from the Cherokee Nation in North Carolina to the small towns of Appalachian and the mill towns of Virginia. It comes from African, White, and Native Americans.

The hope to answer these concerns rests with the people themselves, with support form their neighbors, local, state and federal governments; from churches and schools, civic groups and individuals.

In her work with Save the Children she draws upon her own experience growing up in Kentucky. She says that "it has taught me a great deal about the importance of community."

"I dropped out of school and married at age 16. I was the perfect candidate for a life of poverty. My marriage failed and left me with four children. Some would say that the die was cast for yet another welfare mom with no hope for herself or her family. But that didn't happen. I was determined that my children would have a chance in life and there were people who helped me make that happen.

"Having felt unloved, unwanted and unaccepted by my birth family, I have always had a great love for children caught in similar circumstances. Early on I began to take in foster children. Over the years there have been over 300 of these children who shared my life. And from the children I learned much that has helped me in my life's work:

LESSON ONE: Give older children responsibility for younger children

PRACTICAL APPLICATION: Set up mentoring programs in schools across the country. Prepare and support older youth as they mentor younger children form their community, recognize and reward their work.

LESSON TWO: Expose children to as many good experiences as possible.

PRACTICAL APPLICATION: Develop programs and opportunities such as serious Teens Acting Responsibly (STAR) that expose youth to many different experiences and possibilities for the future, let them know that anything they aspire to is possible if they plan for the future and believe in themselves. A strong self-esteem is a great crime prevention tool.

LESSON THREE: Help each young person to identify themselves and their own future. Develop a plan to reach that future.

PRACTICAL APPLICATION: In programs like STAR teach young people toaccept responsibility for their own lives and actions but not to burden themselves with the actions of others that they could not prevent or change, positive self identification leads to positive lives.

LESSON FOUR: Live by the rules, accept responsibility, learn to value your own work.

PRACTICAL APPLICATION: Have children and young people set up their own organizations like STAR and determine the rules the organization will live by. have them enforce these rules. help all youngsters to know how government functions and how they can influence their government through participation. Children who know that rules are fair and are in place to create order and fairness, respect the laws and stay away from crime, drugs, irresponsible sexual activity.

LESSON FIVE: It is never to late to save a child.

How well did these lessons work with my own foster children? Here are some memories of the kids, now adults:

Sharon, white, 14, pregnant, father in prison, expert shoplifter. Now a paralegal.

Nathan: African-American, 15, on probation for robbing a neighbor. Now a member of the local police force.

Greg, 16, African-American from a very large family, who learned about art in our house. Now a commercial artist. Steve, white, 14, abused. After discovering the wonder of blueberries, which we gathered and made into jam for spreading on pancakes, bread, ice cream and almost anything, became a restaurant cook.

Kibret, Ethiopian refugee, deeply troubled. Now a civil engineer for the District of Columbia government.

PRACTICAL APPLICATION: Set up volunteer programs where concerned citizens can mentor a child; help a teen parent, refer the poor to services and programs to help them., use retired seniors to teach from their accumulated wisdom all they have learned. Help young people to positively identify their roots."

In her book, Every Kid Counts, author Margaret Brodkin observes that:

—For the cost of one prison cell, we could send 20 kids to college.

—For the price of one police officer we could put 20 kids in Head Start.

—For the price of putting a family on welfare, we could give 20 kids tutoring and job training.

The lessons to be drawn from experts, parents, teachers, community workers and from teenagers themselves, is clear: The cure for this cancer, this rage and violence consuming our poor communities and their children, is within our reach. It is one that is based on a comprehensive approach in which community-based violence prevention programs are a core component. Parents, teachers, community leaders and organizations in partnership with children and youth, working together for change, can bring about that change.

Save the Children has applied these lessons in programs from Mozambique where we have helped to rehabilitate children brutalized by war to Bosnia and to Bridgeport.

From our African friends we are given the wisdom of an Ashanti proverb: It takes a whole village to raise a child. We are all members of the American village. We all must now shoulder the responsibility for raising, and for saving, America's children. Thank you.

City of Boston, Massachusetts,
Office of the Mayor,
Boston, MA, May 16, 1994.

Senator Edward M. Kennedy,
315 Russell Senate Office Bldg.,
Washington, D.C..

Dear Senator Kennedy: We want to thank you very much for your ongoing support of the many efforts to stop the ravages of drugs, guns and violence that continue to plague our cities. In particular, we want to commend you for your efforts to secure $1 million to expand neighborhood policing in Boston.

Today, we write to ask for your strong support of a comprehensive and flexible conference committee report on the crime bill that will support the efforts of our cities. This anti-crime initiative will provide real help to Boston in our effort to get guns and criminals off our streets, and restore order and respect.

As the House and Senate proceed to conference over the crime bill, we want to take this opportunity to convey the importance of several issues contained in the legislation relative to the City of Boston.

1) Support for Neighborhood Policing

As you know, one of our primary public safety goals is to fully implement neighborhood policing. We therefore support the Senate provisions calling for the hiring of 100,000 officers at $8.995 billion from FY94-FY98. Community Policing is a labor-intensive strategy. Boston needs a minimum of 300 new officers to staff out our strategic plan for Neighborhood Policing. Hiring new officers is the single most urgent need in terms of the preventive and enforcement aspects of the plan.

We also believe that local government should be able to use the "cops on the beat" funds in the most flexible manner possible in order that we can react to our most pressing local needs. We support the increased flexibility offered in H.R. 4092 but would also ask that you consider:

Removing the preference to cities who put up more than the 25 percent match. A twenty-five percent requirement is difficult for financially-strapped areas to meet and preference would reward more affluent communities with perhaps less need.

Raising the limit on spending for costs other than salaries and fringe benefits from 15 percent to 25 percent. This will allow us the flexibility we need to manage in the most effective and efficient manner possible.

Keeping the House limit of $75,000 for each law enforcement position instead of the Senate's lower limit.

Striking section 119 from the Senate version of the bill. We believe that broadly requiring all state and local government employees to provide information to the INS will hamper our community-building efforts by chilling community cooperation and willingness to come forward with information about criminal activity.

We firmly believe that putting more officers on the streets is a vital step in making our neighborhoods free of danger, and that it will allow us to pursue an ambitious agenda of prevention and intervention, particularly with our young people.

2) Essential Prevention Programs

The sections of the legislation addressing the issues of prevention, drug abuse and youth programming are very exciting to us. We fully support the Local Partnership Act as contained in H.R. 4092. We would however, urge you to consider adding language that also favors those communities whose property tax rate and levy are subjects of limitation measures, but who are taxing at the legal limit. The provision as written would penalize Boston, as it favors communities with higher taxes as a percentage of citizens' incomes.

Other crime prevention and community justice areas that we strongly support are:

The Ounce of Prevention program as contained in S. 1607, which will allow us greater flexibility in serving our youth and families.

The Senate's strong Community Schools provision which will allow for replication of our well known Boston Community Center Programs in other cities, as well as expansion of programming in Boston.

The model crime prevention provision contained in H.R. 4092, with the added language that priority would be given to the 16 communities currently competing in the Department of Justice Comprehensive Communities Program.

Police recruitment language from H. .092. We would add language calling for demonstration projects in a police apprenticeship program, to go further than just recruiting.

Section 1503 of S.1607 to extend to public housing the enhanced anti-drug trafficking penalties that apply to schools and playgrounds.

Section 2801–02 of S. 1607 that creates grants to school districts impacted by violent crime.

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Section 3221 of S. 1607 that authorizes grants to localities to effectively address Domestic Violence.

The $100 million included in H.R. 4092 for community-based justice programs.

A strong and comprehensive provision on Drug Courts that will allow us to continue with our plans at Dorchester and Roxbury Courts.

The $525 million contained in H.R. 4092 for Youth Employment and Skills. We have been very successful with our Youth Opportunities Unlimited project in Egleston Square and would like to see it in other neighborhoods of the city.

The section in H.R. 4092 to provide funds for Midnight Sports League programs.

The $40 million contained in S. 1607 which will provide credit to community development corporations to stimulate business and employment opportunities for low-income and unemployed individuals.

It is our hope that the above programs we have highlighted, will not only be authorized by the House and Senate, but will be the priorities for appropriations as well.

It has been a long time since the federal government has been a full working partner with us in the fight to protect our communities from violence, and fear. This crime bill, together with other Clinton Administration initiatives now offers the opportunity to create a comprehensive partnership among all entities with a stake in the safety and well-being of our communities. Specifically, the programs proposed in the Crime Bill, when combined with our proposed Empowerment Zone proposal; Grove Hall Youth Fair Chance application; school-to-work initiative; and Comprehensive Communities plan, would provide us, for the first time in many years, with the tools to make a positive difference throughout Boston's neighborhoods.

Thank you again for the understanding and support you have shown on these vital issues. If you or your staff have any questions, please feel free to call on us. We look forward to working with you on implementation of this landmark legislation.

Sincerely,

THOMAS M. MENINO
Mayor, City of Boston
PAUL F. EVANS
Commissioner, Boston Police Department

Senator DODD. Thank you again for your participation today. The committee will stand adjourned.

[Whereupon, at 12:41 p.m., the subcommittee was adjourned.]

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